DOCUMENT RESUME

ED 211 542 SP 019 442

TITLE Review of Teacher Training. Report of the Steering Committee Associated with the Ministerial Conferences of November 1977 and August 1978.
INSTITUTION New Zealand Dept. of Education, Wellington.
PUB DATE Dec 78
NOTE 110p.

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS Admission Criteria; Foreign Countries; Formative Evaluation; Higher Education; National Surveys; Program Improvement; *Schools of Education; Student Teaching; *Teacher Education; *Teacher Orientation; *Teacher Qualifications; *Teacher Recruitment
IDENTIFIERS *New Zealand

ABSTRACT

Based on a working paper drawn up by teacher educators in New Zealand in 1978, this report continues the national review of teacher training begun in 1977. The status of teacher education in New Zealand is noted in sections treating the strengths and weaknesses of the present system. Position statements are offered on the following topics: (1) recruitment; (2) selection of prospective teachers; (3) training programs; (4) practical training (student teaching); (5) teacher qualifications; (6) teacher induction process; (7) continuing teacher education; (8) evaluation of the initial preparation, induction, and continuing education of teachers; (9) schools of education; (10) the future role of teachers' colleges; and (11) the status and role of a proposed national council on teacher education. Recommendations for implementing the policies in each topic area are offered. Appendices provide an analysis of the changing nature of teaching at all levels, a description of the open entry system for schools of education, a sample induction program for beginning teachers, estimates of student population and teacher demand, and lists of contributors to the report. (FG)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED211542

REVIEW OF TEACHER TRAINING

Report of the Steering Committee Associated with the Ministerial Conferences of November 1977 and August 1978

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

W. L. Renwick

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.

☑ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

SP 019 442

Department of Education Wellington 1979

Cover: *Modular B, series 2, 1970,* by Ray Thorburn, from the National Art Gallery collection.

Massey University,
Palmerston North.

20 December 1978.

Hon. L. W. Gandar,
Minister of Education.

Dear Mr Gandar,

In 1977 you set in motion a review of teacher training to investigate current needs in teaching education and to propose lines for future development. I have much pleasure in submitting to you now the Report of the Steering Committee associated with this review.

Yours sincerely,

C. G. N. Hill, Chairman.

REVIEW STEERING COMMITTEE

Chairman

Professor C. G. N. Hill, Dean of Faculty of Education, Massey University, Palmerston North

Members

Mr J. S. Allan, Principal, Hamilton Teachers' College
Mr C. J. Edmonds, Assistant Teacher, Mt. Maunganui College
Mrs B. P. Hanson, Chairperson, Auckland Teachers' Colleges Council
Miss J. M. Herbison, Deputy Principal, Christchurch Technical Institute
Mr B. W. Kings, Director, Teacher Education, Department of Education
Miss N. McMaster, Principal, Wellington East Girls' College
Mr J. D. Milburn, Principal, Raroa Normal Intermediate School, Wellington
Mr D. M. Ross, Principal, Upper Hutt College
Dr P. Sharples, Chief Executive Officer, Race Relations Office, Auckland

Secretary

Mr R. J. Evans, formerly Principal, Ardmore Teachers' College, Auckland

FOREWORD

In releasing this report, I gratefully acknowledge the initiative taken by my predecessor, the Honourable L. W. Gandar. As Minister of Education, in 1977, he took up a recommendation from the Advisory Council on Educational Planning's 1974 report, entitled "Directions for Educational Development" and decided that a comprehensive review of teacher training would be timely. He further demonstrated the importance he placed on this review by personally chairing the two major conferences involved.

I know that the Honourable L. W. Gandar would wish to record his thanks to Professor C. G. N. Hill of Massey University, and all those people and organisations who contributed to the Review. I would add my own thanks for the work undertaken.

There is no need for me to emphasise the importance of a report such as this. Most people are fully aware of the effects on education of rapidly changing social circumstances. Teacher training must take account of these changes and teacher trainers should adapt their programmes accordingly. There is clearly a need for much greater flexibility in our methods of preparing new teachers to enter the service whether this be at the early childhood, primary, secondary, or tertiary levels. The report proposes some ways of achieving this flexibility and improving the effectiveness of teacher training courses.

I commend the report to all who are interested in teacher education. It is my hope that the recommendations contained in this report and the supporting evidence will be widely discussed, and that this discussion will in turn inform the Government prior to it making decisions on teacher education.

M. L. WELLINGTON,
Minister of Education.

Contents

		Page
1	**PREFACE**	1
2	**INTRODUCTION**	3
3	**THE STRENGTHS OF PRESENT TRAINING PROVISIONS**	7
4	**AREAS OF CONCERN**	9
5	**RECRUITMENT**	11
	Preliminary Study	
	Present Position	
	General Statements	
	Gaining a Better Mix of Entrants	
	The Recruitment Programme	
	Student Allowances	
6	**SELECTION**	16
	General Statements	
	Selection Committees	
	The Selection Process	
	Steps to Gain a Better Mix of Entrants	
	Interviews	
	Pre-entry Programmes	
	Pre-entry Qualifications and Experience	
	"Open-Entry" to Teacher Training	
	Research	
	Additional Points Regarding Selection for Secondary Teaching	
7	**THE TRAINING PROGRAMMES**	21
	General Statements	
	Broad Goals for Initial Teacher Education	
	Concurrent Teacher Training	
	College Programmes	
	Characteristics of Effective Teachers	
	Effectiveness of the Training Programmes	
8	**PRACTICAL TRAINING**	32
	Improving the Relationship Between the College Programme and School Experience	
	Normal Schools	
	The Training of School Practice Supervisors	
	Relating Theory to Practice	
	Aspects of Organisation of Secondary Teacher Training	

		Page
9	**QUALIFICATIONS**	37
	Introduction	
	The Current Situation	
	A New System	
10	**THE INDUCTION PROCESS**	41
	Definition	
	Present Position	
	General Principles	
	The Induction Programme	
11	**CONTINUING TEACHER EDUCATION**	44
	The Present Position	
	General Principles	
	Classroom Teachers	
	Teachers Preparing for Positions of Further Responsibility	
	Suggestions for Implementation	
12	**EVALUATING THE INITIAL PREPARATION INDUCTION AND CONTINUING EDUCATION OF TEACHERS**	48
	Introduction	
	The Present Position	
	The Schools	
	Inspectors	
	Advisers	
	Possible Future Schemes for Evaluation	
	Responsibility for Evaluation	
	Essential Components	
	Internal Student Assessment and Evaluation	
13	**THE TERTIARY SECTOR**	54
	University Teachers	
	Teachers' College Staff	
	Technical Institute Tutors	
14	**THE FUTURE ROLE OF THE TEACHERS' COLLEGES**	59
	Introduction	
	Progress 1973–1978	
	The Future 1979–1983	
	Education Centres	
	Pre-service and Induction Programmes	
	Advanced Professional Programmes	
	Concluding Comment	

		Page
15	THE NATIONAL BODY	66
16	RECOMMENDATIONS	68

Appendices

I	THE CHANGING NATURE OF TEACHING	76
II	OPEN ENTRY	83
III	RELATIONSHIP BETWEEN TEACHERS' COLLEGES AND UNIVERSITIES	87
IV	SAMPLE INDUCTION PROGRAMME	91
V	ESTIMATED SCHOOL ROLLS AND DEMAND FOR TEACHERS	93
VI	LIST OF ORGANISATIONS AND INDIVIDUALS MAKING WRITTEN SUBMISSIONS	96
VII	PEOPLE INTERVIEWED OR CONSULTED	99
VIII	THE WORKING PARTY MEMBERSHIP	100

1 PREFACE

1.1 New Zealand is not alone in reviewing the adequacy of its provision for teacher education. Many countries throughout the world are undertaking a similar analysis. While evaluation of education and educational systems is now accepted as an on-going process, there are several reasons for a critical examination of teacher education at the present time.

1.2 First, demographic information has clearly indicated a lowering of the birth rate thus creating a potential surplus of teachers. Unless staffing ratios are adjusted this would lead to a reduction in the number of teachers who need to be trained.

1.3 Secondly, our rapidly changing society is creating major changes in the work teachers are being asked to carry out in the classroom. (See Appendix I.) There are, therefore, doubts about the effectiveness of the teacher education programmes in keeping up to date with these changes and the community at large is expressing some concern about the product of teachers' colleges.

1.4 Thirdly, the teacher education institutions are aware of their responsibilities in preparing young teachers for a rapidly changing classroom situation—a situation which many lecturers do not themselves have to face on a long-term basis. Teacher educators are aware of discontent about the relevancy of some courses, which lack depth and challenge, and are concerned about maintaining adequate standards. The colleges are therefore aware of the need for the continuing evaluation of their programmes.

1.5 Greater flexibility rather than any major restructuring of the system of training is seen to offer the most suitable basis for change in the immediate future. Nevertheless there is a pressing need to search for more appropriate ways of preparing young teachers to meet with confidence and success the demands placed upon them in their first teaching positions. Senior teachers, principals, inspectors, and advisers also share importantly in this task of preparation and induction, and in this sense are full partners in the training of beginning teachers.

1.6 It is considered of fundamental significance that the education of teachers should be seen as a integrated process which begins with the pre-service preparation, continues during the induction stage and extends throughout their professional career.*

*See also Advisory Council on Educational Planning—The Continuing Education of Teachers 1973, p. 28, Recommendation 1.

1.7 During the various phases of the on-going process of teacher education and training, there is great need for a working partnership between schools and teachers colleges through co-ordination of contributions from these and other related institutions and advisory services to school-based practical training, to induction practices, and to in-service courses.

1.8 In this context the key to improvement in the training of teachers lies with the training and retraining of those who teach the teachers.*

*OECD. The Teacher and Educational Change: A New Role, p. 23.

2 INTRODUCTION

2.1 The origins of this review lay within a report published in 1974 entitled Directions for Educational Development. This report had been prepared by the Advisory Council on Educational Planning which had served as the steering committee for the nationwide discussions of the Educational Development Conference. Among the recommendations listed in the report was the following:

> 7.25.1 That a comprehensive review should be undertaken of the pre-service preparation of teachers including teacher selection and the extent of practical experience within the courses undertaken.

2.2 It was decided by the Minister to initiate such a review during 1977 and that it would take the following form:

a a 2-day conference of interested parties under his chairmanship to identify issues, establish working parties and where necessary guidelines for further action
b a working committee on selection procedures for entry to all courses of training and other working committees as considered necessary
c local reviews of the training programmes for each teachers college.

2.3 In preparation for the conference, participating organisations and individuals proposed over 180 separate topics for the agenda and submitted 32 papers for pre-conference distribution. Held on 8–9 November 1977, the conference consisted of almost 120 members including representatives from those directly involved in the training of teachers (teachers colleges, universities, technical institutes, or the schools themselves); teacher employing authorities; teachers' organisations; industry, commerce, and other vocations which had developed their own training programmes; and various community groups. The conference grouped the many areas of concern voiced by members under seven broad headings:

recruitment
selection
training programmes (including their flexibility and effectiveness)
qualifications of teachers
induction of beginning teachers (and their continuing education)
evaluation of training
national consultative machinery

2.4 The conference recommended the setting up of a representative working party, to be divided into three sub-groups, to study the major issues identified and to report back to a reconvened conference meeting in mid 1978.

2.5 As a guide to the working party, the conference drew up terms of reference as follows:

2.6 Sub-group one, which was concerned primarily with recruitment and selection, had the following terms of reference.

a Consider the changing requirements for the provision of educational services, the role to be performed in providing them, and the working relationships that should suitably be developed among them. Specific attention is to be given to the needs of individuals and groups at risk to failure and educational disadvantage.

b Consider the means of gaining a mix of entrants to the education service which reflects the composition of our society, including its multi-cultural nature.

c Investigate the implications of an "open entry" system to teachers' colleges. This would include consideration of the conditions of service and allowances for those entering teaching and the academic and other implications for those who do not.

d Review methods of selection including available research as well as the current organisation, procedures, and criteria for selection.

e And in the light of these studies:
  i identify shortcomings in the present procedures for selection; and
  ii recommend improved arrangements for selection for all branches of the service.

2.7 Sub-group two, which was concerned primarily with flexibility of training programmes and qualifications, had the following terms of reference.

(This sub-group would take note of the general wish of the conference for greater flexibility and effectiveness in training programmes, and for a clearer definition of the outcomes of courses of teacher education.)

a Consider the aims and objectives of teacher education, evaluate existing policies and arrangements for teacher education, consider the need for education training of groups within the education system (e.g., technical institute tutors, kindergarten teachers, teachers' college staff) at present not adequately catered for, and consider also the emerging needs for vocational educational training of groups such as youth and recreational leaders and adult educators.

b Consider existing policies and arrangements among institutions involved in the education and training of people preparing for work in various educational services. Consider the restraints within the system for free movement of staff between branches of the service.

c Consider existing policies and arrangements for practical training for people undertaking courses of training or providing educational services and consider ways by which these can be made more effective.

d Consider the various qualifications that are recognised within, by, and outside the education service, review the policies and institutional arrangements relating to them, including cross-crediting, transfer, and co-operation and consider ways by which these could be rationalised.

e Consider the balance and nature of the courses of initial training within the context of provisions made for the continuing education of teachers.

2.8 Sub-group three, which was concerned primarily with induction and evaluation, had the following terms of reference.

a Consider (as well as can be done in the time available) the responsibilities of teachers at their point of entry to teaching and consider the adequacy of their initial preparation for these responsibilities.

b In the light of their findings, to consider the part that courses of initial training should be expected to play in preparing teachers for their initial responsibilities.

c Evaluate the sources of assistance to teachers currently or potentially available (including teachers' colleges) in their initial years of service and consider what would need to be done to ensure the effective induction of teachers.

d Pay particular attention to the special needs of particular groups of beginning teachers (e.g., kindergarten, intermediate, technical tutors).

e Consider the role of:

i specialised institutions (e.g., normal, intermediate, and secondary schools);

ii specialised services (e.g., teachers' college lecturers, advisers, practising teachers, and inspectors);

iii specialised forms of initial training (e.g., woodwork and metalwork, Maori language speakers, and "differentiated" forms of training in Division A courses).

f Consider ways and means by which teachers' colleges and other training institutions can evaluate their effectiveness in reaching the objectives of teacher education programmes.

2.9 The working party consisted of 38 individuals invited by the Minister to serve in this capacity and broadly reflected the interests represented at the November conference. In the 7 months beginning from mid December, the three sub-groups were convened separately for a series of 1- and 2-day meetings and the working party as a whole assembled for two week-long residential meetings. All teachers' colleges, several technical institutes, and a number of schools were visited in the course of the studies carried out by the working party. Numerous people were interviewed and much written material including research writings was read. Each sub-group produced written reports which were subjected to the criticism of the whole working party and modified in the light of comments made. The final sub-group reports were then collated and edited to form a single document which was again scrutinised individually by all members of the working party, again amended, and finally produced as a working paper for the second conference.

2.10 The reconvened conference met on 8–9 August 1978. With relatively minor reservations the conference endorsed the major themes and possible courses of action outlined in the working paper.

2.11 This report seeks to incorporate the thinking of both conferences and of the working party. Understandably it has been based substantially on the working paper prepared for the second conference and thereby acknowledges the effective work done by the working party in the relatively short time available.

2.12 This report does not constitute the end of the review. Rather it is one of the first steps in a continuing review and forms the prelude to further study, co-operative thinking and planning, and to actions designed to improve and to make more effective the total programme of teacher education and training.

3 THE STRENGTHS OF PRESENT TRAINING PROVISIONS

3.1 Since 1966 all primary colleges have redeveloped their 2-year courses of teacher education into 3-year courses which now contain studies at far more advanced levels than the 2-year course would permit. Advanced studies are now available in selected studies, professional studies, and curriculum studies, and the increased number of teaching practice experiences have all improved immeasurably the level of teacher education.

3.2 Many school principals and inspectors confirmed that beginning teachers entering the profession are generally better prepared for teaching than those trained under the 2-year college course. Indeed there is a body of opinion that indicates a continued improvement in the quality of students leaving the colleges over recent years.

3.3 There are indications that the integration of kindergarten teacher training into the primary colleges has proved beneficial.

3.4 Likewise, it has been attested that there is widespread agreement that teachers entering secondary classrooms over the past few years are of better quality in comparison with those of previous years.

3.5 Overall, the academic qualifications of entrants to primary teachers' colleges are continuing to rise.

3.6 Higher academic standards have been achieved in the teachers' colleges in many courses. Indeed, several universities accept the teaching and student performance in a number of academic and professional courses as fully meeting the requirements of the university, or as being comparable with their own courses. All but one of the New Zealand universities give some credit for college-based courses towards a degree.

3.7 At the primary and early childhood levels particularly, beginning teachers establish good interpersonal relationships with children and generally show an appreciation of the educational implications arising from having to cater for the needs of children with a variety of cultural backgrounds.

3.8 There is evidence of quite lively innovative thinking and action in the colleges, both in selected studies and professional courses, together with the development of a number of experiments in school-based practical training programmes.

3.9 Through a wider range of courses and course options, colleges now offer greater opportunities for in-depth cultural studies as part of the general education of students, and thereby provide more fully for individual interests and aptitudes.

3.10 The recent rebuilding of teachers' colleges and the extent of the equipment available has provided the basis for tertiary institutions of good standing.

3.11 The improved calibre of staff appointments especially in specialist areas has been a notable feature since 1967, when new staffing provisions were introduced. A parallel consequence has been the upgrading of the qualifications of other staff members through additional study.

4 AREAS OF CONCERN

4.1 Changes over the last 10 years have led to improvements in teacher training but there are areas of concern which need to be regarded positively as an outcome of evaluation and growth rather then negatively as a failure of the system. The fact that the colleges themselves are aware of many of their own inadequacies is already helping to overcome weaknesses in pre-service preparation. However, a number of the inadequacies arise from causes only partly attributable to the colleges themselves. Substantial improvements will require changes in other aspects of the system also. Some areas of concern which have been identified in the present system follow.

4.2 There has been a failure to recruit an adequate mix of entrants to teaching and to fill areas of teacher shortage.

4.3 There is continuing criticism of interview procedures, of selection processes, and of their level of success in ensuring that the most suitable applicants enter teaching.

4.4 A number of regulations and requirements appear to be unnecessarily constraining or restricting.

4.5 The degree of relevance of some college programmes to teaching in the schools is a matter of general concern.

4.6 There is the problem of facilitating staff movement into and out of teachers' colleges and across the various branches of the teaching service.

4.7 Practical training, considered by many to be a major feature of college programmes, continues to be an enigma. Despite experimentation no system being used appears to offer a fully satisfying solution to the problem of both preparing the students for teaching and achieving their understanding of the processes involved.

4.8 In the absence of a coherent qualification structure many teachers and students are differentially advantaged in seeking to advance professional and/or academic qualifications.

4.9 Though induction is obviously an integral part of any training programme there is clearly insufficient appreciation of this need. The induction process has not been adequately implemented or co-ordinated.

4.10 Evaluation is being stressed as an important feature of on-going programmes and new developments, but the patterns emerging can only be described as haphazard.

4.11 The provision and co-ordination of continuing teacher education is too limited.

4.12 Training opportunities for teachers in the tertiary sector are reportedly minimal despite the expressed need.

5 RECRUITMENT

5.1 **Preliminary Study** Partly in preparation for the November conference, the Department of Education set up a working committee under Mr C. H. Irwin, Principal of Dunedin Teachers' College, to study the topics of recruitment and selection. After studying much research and other written material, this committee met in May 1977, identified major issues and areas of concern, and produced a number of proposals for change. Much of the written material used by this committee was studied also by the appropriate sub-group of the working party as part of its investigations.

(It is of interest to note that a great many of the changes advocated in this report are similar to those suggested by the Irwin Committee and that already a number of the proposals from that committee have been implemented in the recruitment and selection exercises of 1977 and 1978.)

5.2 **Present Position** For some years there has been an abundant supply of applicants for entry to teacher training for some sections of the service, particularly primary, but shortages have persisted for others. A relatively low-budget recruitment programme has not helped in altering this pattern. In addition teachers tend to be drawn from a rather narrow section of the community and consequently have little first-hand knowledge or experience of the backgrounds of pupils or students from other sections of the community. The marked change in the ethnic composition of the population of New Zealand, especially during the last two decades, now resulting in a multi-cultural society, has not yet been reflected in the intakes to teacher training despite some efforts to bring this about.

5.3 **General Statements**

a For recruitment to be effective, teaching must be seen to offer a reasonably attractive and satisfying career.

b Recruitment programmes at all levels of teaching (early childhood, primary, secondary and tertiary), should accurately reflect current trends in the nature of teaching and the changing roles and functions of teachers.

5.4 **Gaining a Better Mix of Entrants** It is in the best interests of New Zealand society as a whole, and of the teaching service itself, that there should be recruited to teaching a better mix of entrants than at present, having regard to the changing ethnic, socio-economic, and cultural composition of our society.

5.5 Because teachers are currently being drawn from too narrow a section of the community, steps should be taken:

a to widen the range from which they are drawn (in ethnic, socio-economic, and cultural terms);

b to broaden the social experience of those who have entered teacher training.

5.6 Consideration might well be given to gaining the services of people with particular cultural interests and talents who could make a positive contribution to our schools either as resource people from the community or as those recruited for training as specialist teachers in such fields.

5.7 In order to recruit a greater number of Maori entrants, wider use should be made of marae-based groups and the Maori community generally in order to alert young Maoris to the possibility of teaching as a career.

5.8 To assist the recruitment and retention of Maori and Pacific Islands students, the continuing support of their family and community groups should be sought while they are studying for the entry qualification and during their training.

5.9 Teachers who have qualified in the Pacific Islands and are now resident in New Zealand are seen as a rich resource for multi-cultural education in this country. For this reason their recruitment and retraining, for service in our schools, should be continued vigorously.

5.10 Because of the smaller numbers of Maori and Pacific Islands pupils in the senior forms of secondary schools, appropriate recruitment activities should be undertaken with such pupils while in their third and fourth form years as an incentive to gaining entry qualifications.

5.11 As a short-term measure designed to redress the present imbalance in our teaching force, the present national reserve of 10 percent (for Maoris, Pacific Islanders, men and mature applicants) should be set as the target solely for entrants of Maori or Pacific Islands origin. It would be understood that any shortfall in this reserve would be transferred, as is provided under present arrangements, to the main quota in each division where the reserve is in existence. It may be necessary to set variable targets for different districts.

5.12 There are reservations concerning the categories of mature applicants and males currently included in the reserve. There is evidence to suggest that the performance of mature applicants in training is not significantly different from that of entrants admitted straight from school. Furthermore, discrimination in favour of males could be challenged on the grounds of human rights.

5.13 The question of a reserve should continue to be reviewed annually.

5.14 **The Recruitment Programme** An extended recruitment programme is essential:

a to maintain the quality of entrants to teaching throughout the service;

b to meet the areas of teacher shortage;

c to tap a wider pool of suitable people.

5.15 Because career recruitment is a competitive operation and teacher recruitment is currently unsuccessful in a number of areas, the current programme of recruitment should be expanded with substantially increased funding to allow for special emphasis on:

a the appointment of recruitment officers for longer periods of time than at present;

b representation from pre-school, primary, secondary, and Maori and Pacific Islands groups to assist recruitment officers at appropriate times;

c a better informed secondary school vocational guidance network;

d a year-round information service in all education board districts;

e the appointment of full-time liaison officers;

f better publicity and information material to be available to the public via newspapers and periodicals likely to reach potential recruits, vocational guidance officers, and other appropriate career information services;

g the areas of teacher shortage—Maori and Pacific Islanders, some secondary and tertiary specialist subject areas, kindergarten teachers, and males.

5.16 Liaison officers should be attached to teachers' colleges for temporary appointments of 2 to 3 years. At the appropriate time of the year these officers would be seconded to the associated education board to promote recruitment and to assist with selection. In districts where more than one education board is associated with a teachers' college, such boards should appoint recruitment officers in the normal way.

5.17 All recruitment material must continue to be up-to-date, attractive in appearance, readily understandable by potential recruits, and widely distributed each year. Old stocks of recruitment material should be disposed of each year.

5.18 In order to overcome the shortage of recruits referred to in paragraph 5.15g above, the following steps should be considered:

a for Maori and Pacific Islanders (see paragraphs 5.4–5.13 above);

b at the secondary level, in such shortage subject areas as physics, mathematics, science, accounting, economics, and technical—

i quite apart from those selected in terms of their existing subject strengths, other highly suitable candidates could be selected, regardless of subject qualifications, with a view to allowing them to take courses in subject areas of teacher shortage. Such candidates could be admitted for 2-year programmes designed to upgrade their qualifications in the subject areas for which they have been selected;

ii teachers already in the service who are willing to teach in subject shortage areas could be given a realistic opportunity to retrain for them.

N.B.—Only where there is an absence or shortage of New Zealand applicants with the necessary qualifications and/or experience to merit appointment to the more specialised posts should overseas recruitment continue to take place.

c at the kindergarten level, remedying such perceived weaknesses as—

i the restricted 2-year Division E course;
ii the unsatisfactory conditions of service;
iii the absence of certification as a teacher;
iv the non-recognition overseas of the present kindergarten teaching qualification;
v the lack of career structure;
vi the inferior status felt by kindergarten teachers compared with other teachers;

d for males (see paragraphs 5.3 a and 5.12 above).

5.19 Quotas for colleges could be opened up on a national rather than a regional basis.

5.20 Consideration might be given to candidates selecting a particular college whose philosophy and programmes match their personality, needs, and style.

5.21 **Student Allowances** In the knowledge that the allowances paid to students in training are a significant factor in recruitment, it is recommended, in order to make it possible for a wider range of recruits to enter teaching than at present, that:

a under present circumstances the existing student allowances should be retained in substantially their present form;

b consideration of any alteration should be seen as part of the total pattern of remuneration for teachers;

c a basic living allowance is necessary rather than a subsistence allowance;

d scholarships or variable supplementary allowances (with appropriate safeguards if needed), should be instituted for suitable entrants of mature years or for those having special or socio-economic needs;

e the present option, exercised by only a small number of students, of accepting the (standard) tertiary bursary without bonding be retained provided the implications are fully explained and understood.

5.22 Justification for placing teachers' college students on the same basis of remuneration as university students currently paid the (standard) tertiary bursary is open to doubt for the following reasons.

a By their nature, teachers' college courses must provide not only for academic studies but also for professional studies and practical experience with children, which together make for a longer year than at universities. This results in a reduced time available for holiday employment relative to that of university students and more limited job opportunities in times of relatively high unemployment.

b A proportion of suitable mature recruits is unable, on the present scale of allowances, to take up a studentship because of the degree of financial hardship which would befall their families.

c It would be more difficult to recruit the better mix of entrants which has been recommended.

d Teachers' college students face additional professional costs not met by many university students.

N.B.—Reference should be made to Appendix II: Open Entry in which the remuneration of teachers' college students, in relation to that for other tertiary students, is considered in greater detail.

5.23 Student teacher allowances should be a condition of service negotiated by the organisations concerned and should be included under the State Services Conditions of Employment Act.

5.24 Student allowances should be payable on the negotiated scale when the training course is lengthened or shortened to meet individual circumstances and professional requirements.

6 SELECTION

6.1 **General Statements** Applicants for teaching should be selected for the roles or functions they will be expected to perform. Though trends can be identified, it is not possible to forecast with sufficient accuracy what these future roles or functions will be nor the nature, extent, or duration of the changes which will inevitably take place within our education system and community. The realistic objective will, therefore, be to select those who seem most likely to succeed in meeting the changing needs of children and students, of teaching, and of our society. (See Appendix I.)

6.2 Initial selection should be for teaching, the aim being to select for training those having the most potential to complete the pre-service training programme and to become competent teachers.

6.3 **Selection Committees** Selection committees are established under regulations to oversee the selection of entrants to kindergarten, primary, and secondary teacher training. Interviewing committees or panels may be established by individual selection committees to interview applicants and make recommendations concerning their selection. In some districts the selection committees themselves act as the interviewing committee.

6.4 Wherever possible personnel involved in selection or interview committees should be prepared to commit themselves for a period of 3 years in order to preserve continuity and acquire expertise.

6.5 The claims of interested groups for representation on selection committees, as distinct from interviewing committees or panels, should be considered.

6.6 Secondary selection committees should be extended to include representation of practising teachers and of secondary school boards.

6.7 **The Selection Process** When setting criteria to be used in selection, committees should take into account current changes in educational practice.

6.8 Selection is and should be a continuing process.

a College staff and departmental officers have a responsibility to ensure that students and beginning teachers who perform at an inadequate professional level do not continue in teaching.

b Where there is a pre-service training programme prior to appointment to a first teaching post (as for kindergarten, primary, and secondary teaching and a small number of the specialist services), the process of selection begins with initial selection for training, continues throughout college courses and extends into the first and/or second year of teaching service.

c For teachers and advisers who have no pre-service training in their specialist field their first appointment should be provisional for 2 years.

6.9 Because of the problems inherent in any selection process, every effort must be made to design procedures which are seen to be fair to all applicants.

6.10 Where there are large numbers of applicants, pre-interview screening procedures should be used to reduce the number to be interviewed. A right of appeal should be available to those excluded from interview.

6.11 Acceptance of older applicants should be based on the grounds of success in some previous work, occupation, or experience, and not on maturity alone.

6.12 The possibility of selection on a nation-wide rather than on a local district basis in order to recruit the best applicants offering should be further explored.

6.13 A set of procedures which might be used for selection was drawn up by a sub-committee of the working party. This has already been distributed to representatives involved in recruitment and selection in 1978 from all education boards, teachers' colleges, and the Department of Education, and has been used in their briefing by senior officers of the department.

6.14 **Steps to Gain a Better Mix of Entrants** In establishing priorities in selection, attention should be given to obtaining a mix of entrants that will best serve the changing ethnic, socio-economic, and cultural composition of our society. This should take into account the composition of interviewing committees and the organisation of selection procedures.

6.15 **Interviews** Despite its known shortcomings, the interview should be retained as one of the tools of selection.

6.16 There is a need for careful selection and training of the members of interviewing committees or panels.

6.17 The training of interviewers should include such aspects as:

a interviewing techniques in general;

b study before interview of relevant information;
c setting criteria for selection;
d questioning techniques;
e evaluation of responses;
f final assessment.

6.18 The composition of interviewing committees or panels should take into account:

a Maori and other ethnic interests;
b the age of the interviewers;
c representation of both men and women;
d the need for specialists with professional knowledge when interviewing applicants for specialist subject areas;
e lay participation.

6.19 Interviewing committees or panels, as distinct from selection committees, should be restricted in membership to a maximum of four, preferably three.

6.20 It should be seen that the lay community retains active participation in interviewing. To gain the services of competent people with an informed background, to permit of their training for interviewing, and to secure their continuity of service on an interviewing committee, consideration should be given, if circumstances require it, to their appointment for the period of time required on an appropriate scale of remuneration.

6.21 The administration and physical arrangements for interviews should provide for:

a adequate notification to applicants;
b availability of information about applicants;
c reception which is comfortable, personal, reassuring;
d thoughtful arrangement of seating in the interview room;
e appropriate introduction to interviewing committee/panel;
f immediate follow-up to the interview;
g early notification of success of application.

6.22 As much background information as possible concerning applicants should be obtained and processed before the interview or other selection procedures.

6.23 In order to provide interviewing panels with the information they need, all forms used to obtain information concerning applicants should be revised and new forms devised for applicants who have already left school.

6.24 **Pre-entry Programmes** Particularly in areas of teacher shortage, special pre-entry programmes of studies should be provided for otherwise capable and acceptable candidates who have gaps in significant fields of knowledge, skills, or experience essential for entry to teachers' college. (See also 7.18.)

6.25 **Pre-entry Qualifications and Experience** Minimum qualifications for Divisions A, E, B, and U, and for 3-year courses in Home Economics and Commerce should be held at the time of application. Exceptions to this could be made initially for Divisions C, Ag, W, and Adult Commercial, and adult students currently endeavouring to gain entry qualifications for Divisions A, B, and E. This requirement is not new for those seeking to enter teaching, as it was in vogue for several years following the reopening of the teachers' colleges in 1935.

The purposes underlying this requirement are given below.

a Applicants could exercise a choice, having gained a Sixth Form Certificate, of continuing into form 7, beginning tertiary studies at university or technical institute, or moving out of the education system for a period, a move having much support in teaching circles.

b Many entrants would be 1 year older and more mature than under present arrangements.

c Selection could be arranged earlier in the year than at present with possibly more than one selection period, thus removing selection from the heavy pressures upon teachers and education administrators occurring during the third term.

d A shorter period between interview and notification of success or otherwise would reduce the time of anxious waiting by candidates and could lessen some of the losses that occur in this period.

e Pre-entry courses or remedial work could more readily be set up for those candidates requiring them.

6.26 Prior to interview applicants should have had a period of recent work experience in, or at least visited, a kindergarten, primary or secondary school, as appropriate.

6.27 The desirability of requiring all applicants to have undertaken a given number of hours of community or other specified service with children, adolescents, or adults should be further considered.

6.28 The practice of referral for speech, hearing, or medical checks should be continued where appropriate.

6.29 **"Open Entry" to Teacher Training** Lengthy consideration was given to this proposal in its various forms. It is considered inadvisable under present circumstances to recommend the adoption of

"open entry" as a national policy. At the same time it is clear that the existing system of entry is in part unsuited to present needs. Considerable improvement would result if some flexibility were introduced into several aspects such as the entry quotas and student allowances, to name only two of the more important. (A more detailed statement is attached as Appendix II.)

6.30 **Research** There is a need for greater research into the areas of recruitment, selection, and interviewing for teaching.

6.31 Encouragement should be given to local districts to explore and evaluate alternative selection procedures.

6.32 **Additional Points Regarding Selection for Secondary Teaching** An alternative scale of assessment should be devised to replace the present nominal 20-point scale which provides insufficient discrimination, particularly in subject areas in which there are many applicants.

6.33 Consideration should be given to a two-phase interviewing procedure, especially for Divisions U and B.

Phase A—selection for teaching.

Phase B—advice on course structure and design for those recommended for acceptance.

Direct applicants for Division C and the 1-year courses in home economics, commerce, woodwork, and metalwork could be dealt with as at present.

6.34 Quotas should be established earlier than at present for secondary specialist areas and efforts made to meet them.

6.35 Consideration should be given to the selection of highly suitable candidates under-qualified in subject areas of teacher shortage. Such candidates could be admitted for special 2-year programmes designed to upgrade their qualifications in the subject areas for which they have been selected. (Refer to 5.18 (b) i.)

7 THE TRAINING PROGRAMMES

7.1 **General Statements** There are several perceived inadequacies in the present training programmes.

a There is the perennial criticism of the relevancy of the content of courses by students and teachers.

b There is the claim that programmes are not sufficiently challenging or demanding for students.

c It is alleged that insufficient attention is given to the teaching of basic skills.

d There are differences of opinion among college staff, college students, and teachers in schools about minimum requirements and standards for the initial teacher, and about objective evaluation in meeting those requirements and standards.

e There is disjunction between some of the theoretical and foundation courses and their practical relevance to the classroom.

f There is a lack of involvement of practising teachers, school principals, and student teachers in the setting of objectives for teacher education programmes and in particular in the planning of teaching practice.

g Unrealistically, there is an attempt at the pre-service stage to prepare students for all aspects of teaching and all stages of service as a teacher.

h An overall scheme of pre-service and continuing education for teachers is yet to be defined in terms of components and of responsibility at the pre-service stage, at the stage of induction into teaching and for the continuing education of qualified and experienced teachers.

i Some lecturers are out of step with modern teaching methods and out of touch with the present day demands on teachers in schools.

j There is limited provision and lack of co-ordination among those agencies providing the programmes offered to people in a great variety of community groups and organisations who require training in basic teaching skills.

k The training of teachers for work within rural and multi-cultural communities is inadequate.

7.2 It has not been easy to overcome these inadequacies because of the rigid nature of some elements of the present system. The rigidities can be identified as:

a the lock-step system which for every intake has a common starting date, a fixed duration for the course, and a predetermined graduation date;

b the expectation that most, if not all of each intake will attain the required level of competence within the fixed time limits of the course;

c the legal and administrative procedures which inhibit the establishment and maintenance of standards by making the consequences of failure in a discrete part of the programme out of proportion to its significance relative to the whole course;

d the inflexibility of implementation of the present financial provisions for the support of students, and the conditions under which teachers' college studentships are awarded.

7.3 These inadequacies and rigidities will not be overcome or be remedied by one simple solution. But because on the one hand there is a system of teacher education with its regulations and requirements, and on the other hand there are individuals with an infinite variety of attributes, qualifications, qualities, and experiences who wish to enter the field of teaching, a need exists for greater flexibility in teacher education.

7.4 The following reasons are presented as justification for the pursuit of greater flexibility in training programmes.

a The need to effectively provide for the infinitely varied range of abilities, personal qualities, and talents of the student population including wide differences in basic language skills, in cultural fields, in human relationships, in self-motivation, in intellectual curiosity, and in commitment to teaching as a career.

b The need to place students in course programmes according to the relevance for teaching of their admission qualifications, in addition to academic achievements, and with respect for individual differences.

c The desirability of giving credit for and taking consideration of the relevant knowledge, skill, and experience of students, both for selection and for course programmes.

d The need to evolve effective training programmes differentially time-scaled to accommodate student differences in attaining required levels of skill and competence.

7.5 In addition, changes are needed to ease the present constraints in the regulations, terms, and conditions of studentships. Suggestions to achieve this would include the following.

a Course regulations, studentship conditions, and financial provisions could be changed to allow varying arrangements and routes in preparation for teaching (e.g., some part-time study).

b Credit ought to be granted students for those appropriate skills and competencies apart from academic qualifications that they bring to teacher training, and to particular courses.

c Breaks of the training time sequence should be permissible. For example:

i to the granting of leave between the date of acceptance and entry to college or during training;

ii the deferring of completion of some educational components (other than essential training requirements) until the years preceding registration.

d Various arrangements should be possible in the sequence of courses which make up the individual programmes of students. One significant outcome of this would be that, rather than have failure in course work lead to termination of a studentship, there would be an opportunity for a college student, as for his university counterpart, to repeat a course or courses even in the year(s) beyond the normal period of training. (See also 7.20.) A four-term year which incorporates a summer school (with appropriate staffing) could also allow pre-service students to complete courses at different times and move into schools on completion.

e Students would need to show satisfactory progress to ensure the retention of the studentship.

7.6 Too often the quality of programmes provided in teachers' colleges or schools is adversely affected when teachers remain in the same institution or position overlong. This may be countered by a change of role or position, some form of professional refreshment or movement into another branch of the service.

7.7 There should therefore be greater opportunity for movement among the various branches of the teaching service, and within the pre-service institutions themselves. Declining school rolls have reduced promotional avenues for many teachers. Opportunities for lateral movement must be more fully available to broaden the range of teaching experiences available, to ensure the retention of staff, and to maintain job satisfaction. Such lateral movement presupposes a unified teaching service where equivalent conditions of service and salary prevail. To facilitate greater freedom of movement whether on promotion or laterally, there is need for modification of those regulations hindering free movement between courses in the teachers' colleges, and between branches of the teaching service. The following are advanced for consideration.

a Greater opportunity should be made for students in training to change courses to fit needs in anticipated level or sector of teaching.

b Conversion courses should be available to cater for this change of career orientation.

c Regulations and conditions of service separating branches of the teaching service into discreet entities should be modified to

permit a readier interchange and cross-movement of staff irrespective of teaching level.

d Conversion courses on an in-service basis should be provided for teachers wishing to move laterally or on promotion, or to meet changed role specifications.

e To avoid the risk of giving permanent positions to unsuitable people in all branches of the service, staff appointments should not be made without a probationary period to guard against tenure without suitability.

f Staff movement between colleges and schools is to be encouraged and would be made feasible by contracting staff with terminating appointments. A blend of contract staff with permanent staff, perhaps selected from the contract staff, would allow frequent and continuing movement of staff between the schools and the colleges. To this end salary equivalent positions should be worked out and appointment restrictions removed.

g The system of interchanging college and school staff members could be expanded and possibly made a condition of service for some college staff.

7.8 **Broad Goals for Initial Teacher Education** Each institution probably accepts the OECD statement that the initial training of teachers should seek to achieve three basic goals.

a "To develop the academic and personal competence of the individual so that, as a teacher, he will be a more knowledgeable and informed person, with a more mature set of personal characteristics. In addition to academic programmes, there are increasingly programmes designed to assist the student to achieve attitudes conducive to the performance of his work, to assist him with his self-evaluation and motivation, and to help him to develop capabilities of insight and sensitivity that will be of use to him in the classroom."

b "To provide professional studies that include basic pedagogies involving some knowledge of psychology and usually some understanding of the sociology, philosophy, and history of education. In most courses, this is now augmented by the study of curriculum development and evaluation, educational technology, and the study of management and administrative skills. There is also attention to the methodology of teaching, and the specific areas of knowledge in which the student has competence."

c "To provide professional practice wherein the student is given opportunity or appropriate guidance to develop practical competence in the day-to-day work of a practising teacher."*

*OECD "New Patterns of Teacher Education", 1974, pp. 23–24.

7.9 In an effort to reach these goals, it is considered that all initial teacher education programmes should include teaching and learning experiences which will help to develop the academic and personal competence of the individual as a teacher, as well as learning experiences which will provide an understanding of the theoretical basis upon which teaching, communication, and personal relations are founded. Such programmes should also increase competency in the basic teaching skills and help to develop individual teaching styles.

7.10 Irrespective of what strategy is used, the teaching and learning experiences should occur in a context which enables the student to relate theories to practice, with a knowledge of the subject matter being related to the teaching of that subject. "It is the manner in which any course is presented, rather than its content which is instrumental in developing an attitude of mind."*

7.11 To present material in a pre-service course that would be more appropriately covered later in the teacher's career is educationally and economically unsound. All available time should be used to bring students to a level of mastery in the essential elements of pre-service training.

7.12 **Concurrent Teacher Training** Concurrent is the term used when teacher training has a well-integrated programme of academic and professional studies undertaken simultaneously. It is important that due weight be given to both these aspects and that they be seen as closely related partners in the teacher education programme.

7.13 Ideally, concurrent training involves the careful design and co-ordination of the content, teaching method, and teaching practice of the professional studies alongside the academic and personal development courses.

7.14 It is believed that the meshing of these components strengthens the teacher's professional competence by providing many opportunities for students to participate in the full development of teaching programmes. This participation involves the translating of a body of knowledge derived from an academic discipline (such as university study) through professional and curriculum studies into a practical programme which can be implemented and evaluated in the classroom. Such a close association allows important relationships to be experienced and understood.

7.15 An important element of the training course is teaching practice. Teaching practice requires time: time to establish a satisfactory relation-

*Peters R. S., Education and the Education of Teachers 1977, p. 89.

ship with a group of children to prepare a programme, to teach it, and to evaluate the work. Experiences with several different age and attainment levels are needed and there should be the opportunity to follow up with further study and reflection.

7.16 One form of concurrent training suggested for trial and evaluation involves a degree structure containing a double major in educational studies and in an academic discipline. The programme would commence with an intermediate year consisting mainly of academic studies. A trial teaching studentship year, including both practical experience and academic studies, would follow. The final 2 years, at the beginning of which a definite teaching commitment should be made, would comprise a combination of professional, practical, and academic courses.

7.17 **College Programmes** An analysis of the programmes offered in each of the teachers' colleges suggests that flexibility of programming is best achieved through the modular concept. The term module can be used to refer to a block of time or a unit of a programme which can be built on and added to in a variety of ways. Modules can vary in length, emphasis, and instructional strategies. As the term has been used in this paper the modular programme involves the separation of course content into self-contained units in which tangible experiences and tasks as well as theoretical studies are included.

7.18 Such a concept, with its provision for core, optional, and specialist units caters for widely diverse student needs, thus enabling greater flexibility in student selection of courses including specialist and conversion courses. It also provides the opportunity to rectify weaknesses prior to, or during, initial training.

7.19 The modular structure could facilitate the movement of teachers within the different branches of teaching through providing a flexible in-service dimension.

7.20 The flexibility provided by a modular organisation is seen to be a product of alternatives, student choice, maximum and minimum requirements, and student responsibility. These alternatives are qualified below.

a The provision of alternatives necessitates the offering of a wide variety of courses, studies, units, or components.

b The range of alternatives should not be unlimited but governed by the goals of teacher education, available staffing, the constraints of the curriculum, and the needs of children in the schools.

c Student choice amongst alternative programmes would facilitate individualisation of training.

d Mentors must be available to advise and ensure the balance, coherence, and appropriateness of the courses undertaken.

e Maximum and minimum requirements should be established for all courses in terms of content, student participation and involvement, and acceptable standards of competence.

f Minimum requirements should specify the basic core of courses or competencies deemed to be essential.

g It is intended that such programme flexibility should place greater responsibility upon the student to meet the requirements of the system.

h Flexibility increases the need for sound evaluation both of the programmes and the performance of the participants in those programmes.

i Courses should not be regulated by time limits, but by the achievement of objectives and competence in the component parts of the programme.

7.21 There is a need for individuality of programme time scales, strategies and procedures. To achieve this:

a each institution should continue to have the freedom to plan and design its own programmes within a set of broad parameters or general aims;

b programmes developed at any one level should take into account the career-long nature of teacher education.

7.22 Because of the multi-cultural nature of our society and the need for teachers to gain some understanding and appreciation of the backgrounds of a significant proportion of their pupils, there should be core or compulsory studies regarding the cultures of the Maori and relevant Pacific Islands.

7.23 Colleges share with schools and other agencies in the initial preparation of teachers. Nevertheless each college must accept responsibility for its graduates reaching the necessary level of mastery in professional skills that will ensure the prospect of a satisfactory performance of the typical tasks of the beginning teacher.

7.24 **Characteristics of Effective Teachers** Successful or effective teachers possess an almost infinite variety of combinations of positive personal qualities. Research findings confirm this. Nevertheless, the following characteristics commonly emerge from the research literature: interest in the learner; mastery of content; readiness to understand others; ability to take a leadership role; fairness; and respect for others.

7.25 It is anticipated that an effective teacher will:

a display an understanding and appreciation of the varied nature of our society;

b display active interest, sound knowledge, and skills in the culture of our society; including the cultures of our principal ethnic groups as well as the arts, sciences, and the recreational pursuits of the common culture;

c be able to devise, teach, and evaluate schemes of work in one or more areas of the curriculum, for different levels of ability in a range of teaching situations;

d know the content of the curriculum to be taught and be able to identify and generate instructional materials, tasks, and activities suited to specific teaching/learning situations;

e be able to monitor, control, and modify her/his own behaviour in response to the cues provided by the learners;

f be able to create an environment conducive to learning;

g accurately observe and record selected aspects of development and performance to enable the diagnosis of individual and group learning needs;

h be able to work effectively and harmoniously with colleagues, parents, and others in the community;

i be able to carry out those administrative tasks appropriate to her/his level of appointment.

7.26 To ensure that the person graduating from pre-service and induction training meets the profession's needs it would be necessary by a process of analysis of the above characteristics to develop lists of the skills, knowledge, and attitudes conducive to the successful performance of the teacher's task. This is the responsibility of those agencies providing teacher education.

7.27 It would then be necessary to identify those activities, competency in which is considered critical before a college graduate assumes the responsibilities of a typical classroom teacher. In this manner, it would be possible to extract from current pre-service programmes the components that would be better learnt at a later date, either as part of the induction programme, or as part of a continuing education programme. It is only by such a strategy that the aim of a continuous, integrated process of teacher education could be achieved.

7.28 The institutions would know those aspects of teacher training which would be covered at a later date, and also those responsible for induction and continuing education programmes would have clear guidelines to those aspects of the training for which they must assume responsibility.

7.29 **Effectiveness of the Training Programmes** An initial training course cannot be expected to turn out fully prepared teachers who are ready to cope with all the difficulties that may arise during their years of service. Initial training is the preparatory step in a career-long process.

7.30 It is difficult to make generalisations about the effectiveness of teacher training nationally because of variations from college to college and variations within each college. One feature of teachers' colleges is the relative freedom of individual lecturers to structure their courses and organise their programmes. While such freedom is desirable, it may be abused and all heads of departments must assume responsibility for ensuring the effectiveness of the lecturers on their staff.

7.31 It is clear that one of the major areas of weakness, which reduces the effectiveness of teacher training, is the relationship between the teachers' colleges and many of the schools.

a There is no clear definition of the role each must play in the joint enterprise of teacher training.

b There is insufficient understanding of what actually takes place in each institution.

c There is often a lack of effective communication between the two institutions (e.g., between lecturers and associate teachers).

d There is no official involvement of teachers' college lecturers in the induction training period, i.e., the period the beginning teacher spends in the classroom before (classification) registration.

7.32 It would be of advantage for teachers' college lecturers to be clearly associated with particular schools. In these schools they should be closely involved not only in the work with teachers college students, but also in the continuing development of the young teachers during their early pre-classification year.

7.33 There needs to be far more interchange of teaching staff between teachers' colleges and schools than there is at present. At the same time it must be recognised that teachers will need time and guidance in order to adjust to the new environment of the teachers' college (see 14.15) and likewise college lecturers will need time to rediscover their past skills as teachers of pupils in the schools. As a result, in the absence of retraining or special induction, there will be some limitations in the nature of the teaching tasks that may be undertaken in the new situation.

These interchanges could happen in a variety of ways, e.g.:

a weekly or even daily involvement by a college lecturer in a local school class room over varying periods of time;

b classroom—college interchange for periods of a week, month, term, or year;

c college lecturers returning to classroom teaching on secondment for a period of time, possibly 1 year in 5;

d teachers participating or lecturing in specific aspects of the college programme.

7.34 Schools and colleges should together examine the timing, nature, and length of in-school practice experiences as an important step in further increasing the effectiveness of initial training.

7.35 Where primary training courses are designed within a modular structure opportunity should be taken to provide a focus of preparation for students intending to enter the junior, middle school, and intermediate areas of the primary service. Such a development needs to be co-ordinated with a provision for first year teachers to be appointed to the area of the school for which they have had special training.

7.36 While it appears too early at this stage to judge the full effectiveness of the training programmes in colleges for kindergarten teachers, it would seem appropriate to implement the recommendations of the Report of the Committee of Inquiry into Pre-school Education 1971, to extend their training to 3 years. Among the reasons for this suggestion are the following:

a The nature of the responsibilities of a kindergarten teacher in relation to children, parents, and the community are such that they require a person with maturity at least equal to that of a primary teacher.

b With the integration of the kindergarten colleges with the teachers' colleges, the entry qualifications and selection procedures are similar to those of primary teachers and many of the pre-service programmes are the same as for primary teaching.

c Kindergarten teachers gain the status of a head teacher at a very young age and they need the support of the longer initial preparation as well as special in-service education for these responsibilities.

d The career prospects for kindergarten teachers are constrained within a narrow age range but could be broadened to include work with very young children or within the early years of the junior school. Within a modular structure such opportunities would be made possible and could allow some primary students to exercise a similar option.

7.37 There is a general claim that the college programmes place insufficient emphasis on the professional relevance of selected studies as well as too little on the skills of classroom management and com-

munication. In the light of this challenge colleges should examine the extent to which they are fulfilling the role of a professional school.

7.38 Colleges should also consider the concern expressed about the curriculum gaps in the preparation of some students. It is essential that students should gain adequate experience in, understanding of, and familiarity with all curriculum areas in which they are expected to work as beginning teachers.

7.39 In 1-year programmes, particularly those for graduates, lack of time often prevents sufficient emphasis being placed on such essentials as values education, guidance and counselling, child development, classroom management, the special needs of children, and multi-racial education. The students also suffer from lack of time to fulfil their objectives, to develop the personal qualities required by teachers, and to engage in frequent classroom practice. This lack of time also presents problems of internal organisation, including the staffing of some subject areas by lecturers qualified in another field.

7.40 Additionally, there appears to be a credibility gulf between secondary schools and secondary teachers' colleges. This appears to be based on:

a the lack of appreciation by schools that there is a limit to the amount of initial training the college can give in the short space of time at its disposal (e.g., 24 weeks of college based training for Division C students); and

b the lack of understanding by many lecturers of the actual class and school situation.

7.41 The time appears opportune for an extension of the 1-year programme into the second year. The additional training time should be seen in the context of the 2-year registration period now following the existing 1-year course. The responsibility for training in this additional time should be shared under approved schemes between the teachers' colleges and schools.

7.42 It is also important that with respect to what are currently 1-year training schemes, selected schools should be designated associate schools with relevant time allowances and facilities.

7.43 In each secondary school a senior teacher or teachers (with time allowances) should be nominated to accept responsibility for more effective liaison with the secondary colleges, and for the continuing education of teachers.

8 PRACTICAL TRAINING

8.1 In the many surveys and reports prepared on teacher education, both in this country and overseas, the most persistent theme is the importance placed on practical experience as a predominant strategy of learning how to be a teacher.

8.2 The students cannot be merely told how to teach or work with others; they must experience.

8.3 It is the requirements, to relate theory to practice and to provide adequate and meaningful teaching experience, that have generated the debate about the relative merits of concurrent and end-on programmes.

8.4 Programmes in practical training fall into two categories.

a Those college-based experiences where students observe and practise skills, where knowledge grows, and where professional attitudes develop, are experiences where theory is linked to practice primarily under the control of lecturers. They are generally episodic in nature and are linked with course-related objectives. Such activities include demonstration lessons, microteaching, peer group simulation teaching, and child studies.

b The traditional school experience, variously known as "section", "teaching practice", or "school posting", has the students following a programme mapped out by the college but under the immediate control of the class teacher with whom they are associated. College supervision of students on section is limited to the occasional visits by teaching staff. The efficacy of section work varies considerably and success depends greatly on the skill and personality of the associate teacher in the case of primary students, and of the availability of suitable supervising teachers in the case of secondary. Although colleges have experimented with a variety of school-based practical training programmes, difficulties in research design prevent an objective comparison of their relative merits.

8.5 Practical training is greatly valued by students, but, at the same time, it is often a source of deep dissatisfaction as its impact is so unpredictable.

8.6 Many of the skills required by a teacher can be introduced by observational techniques (e.g., interaction analysis) and simulation techniques (e.g., microteaching and gaming) but these contrived situations cannot duplicate the real learning environment. Students must finally experience the classroom, and operate within it with differing subjects, areas, learners, and contexts, to enable them to

reinforce or modify their own teaching behaviour and, hence, to shape their own teaching style. In the same way, they must experience situations which will develop their competency in working effectively with colleagues, parents, and others in the community and which may involve living in the district.

8.7 The practical school experience is, in most instances, an artificial situation in so much as the student does not have responsibility for a class. The main emphasis while "on section" is on the planning and presentation of lessons with little attention being given to the multiplicity of other tasks which contribute to the job description of "teacher". This is a result of the lack of close co-ordination between the colleges and schools, a lack of appreciation by many associate teachers of the aims of the "section", and a lack of co-ordination between the stage of college courses and what the student does in the schools.

8.8 **Improving the Relationship Between the College Programme and School Experience** To encourage co-operation between all parties involved, practical training should be overseen by a co-ordinating committee within which the teachers' college, the profession, and the controlling bodies are represented. During "section" students should be required to undertake school-based tasks which have been set by the college in close co-operation with the schools, and carefully co-ordinated within the college programme. Skills and techniques which the students have rehearsed at college through such activities as micro-teaching, simulation, etc., need to be clearly specified to students and associate teachers so that the students can be provided with the opportunity to practise them. Within this framework, the structure and timing of "sections" should be flexible enough to fit the nature of the specific college programme.

8.9 Improved co-ordination of practical training programmes will call for staffing support, both administrative and professional. Much of the preparation required can be carried out by administrative staff, and these services need to be increased in schools and colleges.

8.10 **Normal Schools** Until recently, the normal school was used mainly as a source of demonstration for primary training. However, with the greater emphasis now being placed on small group teaching in practical work, the role of the "normal school" has expanded. For secondary training there is a need for "associate schools" to provide some of the functions of the normal school.

8.11 Demonstration teaching, which covers all those teaching experiences which can be presented to students or staff to support or illustrate college programmes, has been criticised for producing stereotyped teachers. This criticism fails to distinguish between technique and

style. From the first stage of mastering techniques students gain confidence, develop their philosophy, and merge their personality into the totality of the teaching act. This totality is style and it is essentially an outcome of the mastery of technique and the growth of individuality. Style is caught; technique is taught.

8.12 The use of teaching demonstrations to train students in classroom observational techniques helps to develop their understanding of the classroom and assists in the development of skills of self-evaluation.

8.13 Teaching practice in "normal schools" can cover a wide range of activities, including microteaching, small group teaching, and teaching workshops, as well as providing an environment for simulation programmes.

8.14 It has been advocated by some that "normal schools" as such, should be abolished and programmes developed in a multiplicity of schools. The major argument advanced is that, as "normal schools" are generally located in middle class districts, they do not provide a typical cross section of children for students to work with. This argument can be met by providing a greater range of "normal schools" and by the opportunities to work with a wide range of children in other schools.

8.15 Teachers' colleges should work closely with their normal schools to provide:

a greater interchange of staff;

b closer timetable co-ordination;

c more frequent involvement of college staff with normal school classes for demonstration and model teaching purposes.

8.16 **The Training of Teaching Practice Supervisors** While competency in supervision may develop through experience, the need to train associate teachers, visiting lecturers, and secondary teachers involved in supervising teaching practice can be justified on the same grounds as the need to train teachers. Hence, there is a need for these supervisors to undertake continuing education programmes in supervision skills and to demonstrate their competency in working with students in practical training situations.

8.17 **Relating Theory to Practice** It has been suggested that, in an effort to improve the co-ordination of the school experience programme, a co-ordinating committee is needed. However, relating theory to practice is not just a case of linking college with school. Probably the greatest problem lies in the need to provide theory in a relevant context. This is a worldwide problem which has initiated such strategies as school-based programmes, competency-based programmes, applied educational programmes and integrated studies, etc. All these strategies

have met with mixed success, depending upon the circumstances in which they have been implemented.

8.18 Direct involvement in the role to be learned is probably more effective in developing professional skills than the remote and theoretical experiences gained through lectures or instructional theory.

8.19 The solution to the problem of relating theory to practice lies as much in staff attitudes as in the programme design and emphasis. There is a need for teacher educators to be drawn from those in the profession who are not only experienced practitioners but who understand the theoretical principles of what they are doing, and who are able to explain them to others. This implies careful selection of staff, and provision for their professional development. Staff development programmes should be seen as encompassing the opportunity for experimentation and innovation in teaching, for research into the teaching of their subject at the classroom level, for lengthy periods of return to the classroom, and for periods of refresher leave. Teacher educators should not be entitled to all of the above but the range of alternatives provides for staff to select those programmes most appropriate to their needs.

8.20 **Aspects of Organisation of Secondary Teacher Training** The provision of secondary teacher training in only two centres, Christchurch and Auckland, has presented problems of adequate supervision in the practical training of student teachers.

8.21 At present secondary schools are not obliged to provide practical training opportunities for students; there is no system of associate teachers as in the primary service and the preparation of teachers prior to having students in their classrooms is often inadequate; the wide geographic placement of students when on teaching practice makes supervision difficult; and the sheer distance and lack of time precludes frequent visits to students by lecturers.

8.22 The question of associate schools and of teachers involved in supervising teaching practice has already been dealt with. (See 8.4b, 8.7, 8.10, 8.16.)

8.23 The provision for lecturers to accept responsibility for the supervision of all students when on teaching practice in a particular geographical area would enable them to service a more confined catchment area of schools. The increased visiting time made available would facilitate the closer supervision of practical training and provide greater opportunities for developing lecturer/associate working relationships.

8.24 The arranging of the supervision of practical training in association with other teachers' colleges would place responsibility upon the

local teachers' colleges to act in a supportive advisory role to secondary student teachers undertaking training in their areas. Local lecturers, many of whom were appointed on the basis of their secondary teaching experience and particular academic strengths, would visit, assist the students, and liaise with the associate teacher and the parent college. This arrangement could also give the classroom teacher a greater responsibility in this practical aspect of the professional training of teachers.

8.25 Students would need to recognise that theories of learning, teaching methods and classroom management techniques can be generalised, and should be able to accept advice and assistance given by any teachers' college lecturer.

9 QUALIFICATIONS

9.1 **Introduction** The consideration given to the topic of qualifications has been influenced by three important factors relating to teacher education which have been evolving over the last decade.

9.2 First, there is a growing acceptance that teaching will gradually emerge as a profession with graduate status obtainable from university or college studies or a combination of both.

9.3 Secondly, the concept of teaching as a unified service is gaining credence, with the long-term goal of equality of conditions of service and the possibility of movement from one sector to another through the availability of conversion courses.

9.4 Thirdly, it is important that qualifications for the teaching profession be adjusted to meet the changing situation and that the opportunity be made available for teachers to gain advanced qualifications through professional programmes for teaching as well as through the university route to academic recognition.

9.5 **The Current Situation** It has not been possible to use the present teachers' college diploma as a base for additional courses leading to advanced qualifications. The college diploma has in fact no legal standing either inside or outside the profession.

9.6 Because of the varied nature of relationships with local universities, students at some colleges are seriously disadvantaged in gaining credits towards degree qualifications particularly in those regions where Bachlor of Education programmes are not available.

9.7 Existing regulations allow for the double counting of credits gained through the university, towards both a degree and teaching diplomas.

9.8 The recognition given to qualifications leads to discrimination among teachers in secondary, primary, early childhood education, and those involved in community or continuing education.

9.9 It was to help overcome some of these weaknesses that the Minister of Education asked for a Review of the Certification of Teachers in 1974 (The Hill Report), and for a Working Party to consider the question of Registration for Teachers in 1976 (The Marshall Report).

9.10 In a policy statement on the Certification of Teachers, the Minister of Education agreed to the following points.

a The teachers' college diploma would be replaced by a new Diploma in Teaching awarded on the successful completion of the college course, thus bringing teachers' colleges into line with universities and technical institutes which award diplomas in specified subjects.

b Adults entering teaching would have their previous experience assessed on a basis of wider criteria than previously used, with programmes adjusted accordingly. (This proposal has already been implemented for most adult entrants.)

c Suitable in-service, block, and correspondence courses would be provided to enable restricted certificate holders and others to gain the basic and advanced qualifications through a professional route. (This proposal has already been implemented also.)

d Special consideration is to be given to ways in which kindergarten teachers and technical institute tutors may have the opportunity for the professional training required for registration.

9.11 **A New System** It is recognised that the implementation of the recommendations from the Hill Report and the Minister's policy statement would achieve recognition for the teacher education programmes both pre-service and in-service at a level which can be related to university qualifications, and at the same time would provide courses which are specially devised for the teaching task. This is seen as crucial for the future of teacher education in that it meets a long-felt need as confirmed by the recommendations of the Marshall report on teacher registration. It also provides the flexibility for qualifications to match the flexibility recommended for teacher education programmes.

9.12 Support is given to the Hill committee's recommendation that there be only one award issued on the successful completion of a teachers' college course. This award would be the basic qualification for consideration for registration. Credits additional to those required for the basic qualification obtained during the college programme would be credited towards advanced qualifications.

9.13 Registration would be a pre-requisite for the award of any advanced professional qualification.

9.14 In general, teachers should have opportunities to advance their qualifications through professional or academic study or a combination of both.

9.15 Existing arrangements whereby students can gain credit for qualifications through university study should continue and be further developed. But it should be possible, by college study alone, to achieve

equivalent qualifications. Flexible combinations of credits gained from college-based professional courses or university and other courses should also be possible. This presupposes a rationalisation and equation of credits.

9.16 Professional and academic credits, whether obtained from college courses, university study, pre-admission qualifications, or from other recognised institutions, would be accumulated along a qualification continuum from the basic qualification needed for registration to advanced professional qualifications at the highest level.

9.17 While there may continue to be modal training periods for various branches of the service (e.g., 3 years for Division A) flexibility of length is incorporated in the continuum concept, by enabling a student on reaching the requirement for Diploma in Teaching whether it is 1 year, 2 years or 3 years, to move into the school as a teacher with provisional registration.

9.18 For those who fail to complete the requirement for the Diploma in Teaching within the modal period, opportunities for completion should be available through an extension of the training period permitting in-college or part-time alternative. (Refer also to 7.5d.)

9.19 A question arising is whether the new Diploma in Teaching recognised at the Q2 salary level (Q2 salary is payable to those with two-thirds of a degree or its equivalent) could be achieved by a blanket approval of existing college programmes, a measure of upgrading of a number of courses or by an external moderating process. This might involve associated teachers' colleges or other tertiary institutions.

9.20 In any event the new Diploma in Teaching should be no less in status than the existing Diploma in Teaching, currently the equivalent of six-ninths of a degree.*

9.21 To ensure that colleges have time to prepare themselves by any required modification of courses or raising of standard, a set date needs to be determined after which future intakes will proceed towards the new Diploma in Teaching rather than the teachers' college diploma.

9.22 It will be seen that a college programme designed on the basis of a modular structure will assist in providing for both pre-service courses and continuing education programmes.

9.23 Such a system of modular units would enable the award of qualifications to be seen as being along a continuum, with the awards being issued as students reach specified points on the continuum.

**Examination and Certification of Teachers Regulations 1961 (Reprint), Clause 9.2 (b) and (c).*

9.24 A student should be able to achieve the qualification awarded by a college, either by the successful completion of modules covering a range of topics or by study in depth of a more restricted set of topics.

9.25 A student who gains credits beyond those needed for the initial award should have them credited towards a higher qualification, the award of which could be granted on the student meeting any additional requirements, including registration.

9.26 Those teachers holding the qualification Diploma in Teaching or Advanced Diploma in Teaching under the present regulations would translate at the appropriate level in the new awards.

9.27 A great variety of units through part-time study, individual research projects, attendance at long term refresher courses, and summer schools, etc., should be available to encourage teachers to gain the Diploma in Teaching awards.

9.28 Professional courses for teachers should be available through the teachers' colleges or the Advanced Studies for Teachers Unit of the Department of Education leading to awards at the higher levels.

9.29 Under present regulations kindergarten teachers are unable to qualify for the Diploma in Teaching. Extension of their course to 3 years with consequent certification should place kindergarten teachers on parity with other teachers in this respect.

9.30 With regard to qualifications, kindergarten students like specialist secondary teachers or technical tutors should be able to gain credit toward their teaching qualifications by recognition of any professional or other experience.

10 THE INDUCTION PROCESS

10.1 **Definition** Induction is defined as that probationary or internship period which, as part of the continuing process of education, extends from the introduction of the teachers into their first appointments through to the point of registration/certification/classification.

10.2 **Present Position** While acknowledgment is made of existing induction provisions, e.g., guidelines in department manuals or schemes in individual institutions, major weaknesses still remain. In brief, these are in the nature of gaps between what ought to be done, and what is done, between declaration of intention and achievement. Some of the problems are caused by transferring resources allotted to induction (e.g., staff time allowance) to other needs; or by inadequate coverage which deprives some beginning teachers of assistance. In addition, there is a lack of an overall co-ordinated framework of teacher education from pre-service to continuing education, and in the particular context of induction, a lack of co-ordination among the various agencies offering assistance to beginning teachers.

10.3 **General Principles** The induction programme refers to the initial appointments of beginning teachers and is aimed at giving increased mastery and confidence within that context. Training for subsequent appointments which may involve the undertaking of new or wider responsibilities is best considered as part of the continuing teacher education programme. As there is no probationary period for kindergarten teachers specific difficulties will need to be overcome in their induction.

10.4 Induction programmes should be mandatory in all institutions where the registration process applies (with provisions written into formal regulations and enforced), and are recommended for other education institutions.

10.5 Provisions made to support an induction programme (e.g., staffing entitlement) should be used solely for that purpose and not transferred to other needs.

10.6 Area co-ordinating committees should be established to replace the multitude of in-service committees—to advise on and approve programmes, to arrange training for those involved in induction and to allocate resources.

10.7 Small schools present special problems for induction in terms of distance and numbers of staff available. Co-ordinating committees may consider grouping of schools a partial solution.

10.8 Kindergartens represent a particular example of the small school unit and there is a great need for support to be developed from the resources of the department, college staff, fellow teachers, and local associations.

10.9 **The Induction Programme** The contribution of the induction programme should be seen primarily as giving a particular local focus to the more general pre-service foundations, to give practical and necessary guidance and support to the individual beginning teacher, and to encourage and strengthen the development of the personal qualities and professional skills of the teacher.

10.10 The teaching load of all beginning teachers should be reduced in terms of time, range, and depth of responsibilities in proportion to the length of the training course. Following a 1-year course of professional training, the average teaching load should be .5 in the first year and .8 in the second. Following a 3-year professional course, as for most primary teachers at present, the teaching load should be .8.

10.11 All institutions with beginning teachers should nominate senior staff as tutor teachers to oversee the induction process. In smaller institutions with few staff (e.g., pre-school) the head teacher should hold this responsibility. Time allowances and extra staffing entitlement should be granted for this purpose.

10.12 Training for the role of tutor-teacher, as outlined immediately above, should be a requirement and be seen as part of the continuing education and qualifications for teachers. Similar specific training should be available for others involved in induction such as inspectors and advisers.

10.13 The timetable of the institution should provide for regular induction sessions, activities such as meetings with peer groups of fellow teachers or assisting agencies, for visits to other institutions, and for in-service courses in the context of induction.

10.14 Student teachers need to be made aware, during their time at teachers' college, of the place induction and in-service programmes will play in the overall pattern of their training.

10.15 Within the proposed continuing teacher education role colleges should provide resources, and staff to support beginning teachers and assist with tutor teacher courses. Schools should welcome this college involvement.

10.16 Participation in induction programmes should be seen as a responsibility of a range of college staff. This should lead to increased liaison between college and schools, and provide "feedback" into college courses.

10.17 The framing of induction programmes should be dependent on the nature of the teaching sector, but broad programme outlines should cover such topics as institution and community, organisation of institution, class-room society, content, evaluation, self-analysis, and development. Details of a sample programme for primary and secondary schools are appended as Appendix IV.

10.18 As with other developments induction should be the subject of continuing evaluation.

11 CONTINUING TEACHER EDUCATION

11.1 **The Present Position** Considerable progress has been made in this field in recent years and those in the teaching profession are gradually accepting that initial training is just the first step in a career-long process. There has always been a need for in-service training for teachers. This need is heightened by the increasing pressure on teachers to adapt to change because:

a education systems have changed somewhat slowly while social conditions have changed rapidly;
b with the rapid expansion of knowledge people must be helped to learn independently;
c there is extension of the age range for which the education system must cater (pre-school to adult students).

11.2 A wide range of activities is currently provided under continuing teacher education, including:

a full-time study leave for the acquisition of specialist training or the completion of degrees;
b attendance at teachers centres;
c local and national in-service short courses;
d annual review days and "teacher-only" days;
e technical refresher leave for technical institute tutors;
f correspondence courses organised by the Advanced Studies for Teachers Unit;
g university study—part-time or extra-mural.

11.3 From information gathered, it became obvious that in-service training is still not, either in quantity or quality, reaching enough teachers in the profession.

11.4 **General Principles** To make in-service teacher education the continuing co-ordinated process it needs to be, all subsequent provisions must be planned to build upon the pre-service preparation.

11.5 Teachers like other professionals need regular opportunities for renewal as persons as well as teachers. Beyond the early induction years these needs are related to the types of demand placed on teachers through occupying or preparing for differing positions of responsibility. The introduction of study leave, it is believed, would benefit not only the individuals involved but also education as a whole. The existing technical refresher leave for technical institute staff could serve as a model of study leave for staff in teachers' colleges.

11.6 **Classroom Teachers** The majority of teachers remain as classroom practitioners throughout their careers. They need stimulation, support and recognition to maintain enthusiasm and job satisfaction. For them new challenges and new needs are emerging through the trend towards encouraging each shool to develop programmes suited to the needs of its own community. To help them maintain morale and enable them to participate with increasing effectiveness in this process of curriculum development they need in-service opportunities and support of various kinds. Their main needs centre upon achieving a realistic basis for evaluating their own teaching competence and discovering how to improve this through understanding, assessing and applying new ideas and approaches.

11.7 They therefore need continuing education opportunities in:

a planning, developing, and evaluating curricular programmes in single or related subjects or new syllabus areas, either for solo or co-operative teaching;

b developing better relationships with children (and increasingly with adults) involving such aspects as communication and personal relations skills, individualised programmes, and co-operative teaching;

c refining teaching skills through strengthening organising abilities, assessment methods, and use of audio-visual and other teaching aids;

d clarifying teaching goals through effective use of professional literature dealing with education and research, through personal discussion, reading and/or further study;

e updating knowledge and skills to keep pace with changing needs.

11.8 **Teachers Preparing for Positions for Further Responsibility** Several types of need can be distinguished within this group according to the career pattern involved. Some teachers remain in what is mainly a teaching role in schools. Other teachers accept work with the Department of Education in a variety of capacities. Still others become teachers or administrators in tertiary education institutions.

11.9 Nearly all posts of responsibility in schools involve new levels of requirement to lead and co-ordinate the work of some colleagues, the number depending on the degree of seniority. Thus senior teachers, supervisors of in-service work, heads of department, deans, deputy principals, and principals, all have particular types of need for further training in areas untouched during pre-service preparation. All will certainly benefit from further study of group dynamics and developing and maintaining group co-operation. New skills will be needed as work with adults increases. Responsibility for school-based programmes and assessment necessitates advanced study of both the theory and practices involved. It is particularly surprising that principals get no systematic

training in administration when they are responsible for the management of complex institutions often costing millions of dollars.

11.10 Teachers working in the Department of Education include a variety of advisers who may be subject specialists or general professional resource people, curriculum development officers, inspectors (now education officers), and administrators at varying levels. Obviously each type of job has its special demands, and if improved teaching is to result from their efforts, training beyond the pre-service stage, and designed for their particular needs, is essential.

11.11 Teachers transferring to tertiary institutions move from working mainly with children to working with adults which places a premium on skill in dealing with this age group. Ability to foster interest in and capacity for independent study and learning becomes of growing importance.

11.12 For such teachers advanced qualifications in specialist subject areas will be helpful in direct proportion to the capacity of the lecturer or tutor to organise and present material in meaningful and interesting ways. There is little evidence to suggest that reliance on native wit, past experience and learning on the job provide an adequate basis for working at this level.

11.13 Teachers may specialise in a wide range of areas where special additional preparation is needed including speech, deafness, learning difficulties whether of a physical or psychological nature, behaviour problems, special subject areas such as reading, art, music, and physical education, counselling, librarianship, guidance, remedial techniques etc. Any recognition of specialist qualifications should be through training additional to general pre-service preparation.

11.14 Where teachers are returning to teaching or moving to unfamiliar situations there is a need to ensure that they are competent to practise under current conditions. Teachers moving from small country to large urban schools, from primary to secondary schools and from mono-cultural to multi-cultural situations will obviously become more effective if they receive adequate in-service support.

11.15 **Suggestions for Implementation** The trend of allocating a proportion of in-service days to individual schools for their particular needs appears to be effective and should be continued.

11.16 The area co-ordinating committee referred to in the section on induction could play an important role in the in-service field. Besides having a resource allocating function it could have the responsibility of ensuring that the most appropriate local or national supporting agencies were used.

11.17 Just as there is a need to involve teachers' college staff in the induction phase so there is also a need to ensure that the specialist abilities of their staffs and their resources are effectively used in continuing teacher education and training.

11.18 The growing co-operation between the colleges and their neighbouring universities should make possible further complementary contributions from each institution.

11.19 Continuing encouragement should be given to teachers to undertake further study through incentives provided by crediting advanced study towards a higher teaching award and salary recognition. Teachers should update their professional and/or specialist expertise at regular intervals.

11.20 The envisaged expansion of continuing teacher education programmes, particularly where this involves the release of teachers, will require provision of finance and other resources.

12 EVALUATING THE INITIAL PREPARATION, INDUCTION, AND CONTINUING EDUCATION OF TEACHERS

12.1 **Introduction** Evaluation is needed:

a to ensure that the large scale investment of public funds in teacher education provides efficient use of human and physical resources;

b to ensure that the efforts of the agencies involved—teacher education institutions, schools, inspectors, and advisers—are effectively co-ordinated;

c to indicate to what extent the combined efforts of these agencies are successful in producing teachers able to provide an appropriate education for our community;

d to provide a sound basis from which to plan for improvements in teacher education;

e to improve the quality of the courses provided.

12.2 A large system, such as that for education, with a numerous and varied teaching force tends not only to move and change somewhat slowly, but also to develop its own in-built resistances and reactions. Evaluation is most likely to produce constructive results when it is viewed positively rather than negatively. Rather than approaching it as a means for coercing, threatening, or disciplining the people and institutions involved, it is preferable to view it as a necessary base for assessing present levels of attainment and planning subsequent improvements. Since a prime need of any effective evaluation process is to have the support and involvement of the participants, it seems desirable to encourage both personal and institutional self-evaluation.

12.3 **The Present Position: Teachers Colleges** Even when the colleges have developed close working relations with a university, whatever evaluations they have done, have generally been conducted by them independently. Although they have used a variety of approaches most colleges have developed evaluative procedures to monitor the effectiveness of the individual courses within their total programme and where possible, have attempted to gauge the teaching competence of limited samples of beginning teachers. Through end-of-course evaluations, sometimes involving university colleagues, colleges have tried to gain a realistic basis for improving and refining course prescriptions and teaching approaches.

12.4 Although deprived of any official provision for involvement with beginning teachers, some colleges with the co-operation of the inspectors, have used combinations of the following procedures to get feedback on how their ex-students performed as teachers:

a questionaires issued to representative samples of Year I teachers, principals, inspectors, and sometimes advisers;

b interviews with samples of Year I teachers, principals, inspectors, and sometimes advisers;

c limited observation of practical teaching in Year I classrooms by arrangement with inspectors;

d group discussions with beginning teachers;

e independent review committees to report to the college on the extent to which its stated aims were being achieved;

f research studies done either by staff members or university candidates for higher degrees.

12.5 **The Schools** The basic preparation provided by the teachers' colleges has been planned on the understanding that it will be continued and complemented by the contribution made by the schools during the early years of teaching.

12.6 An official publication of the Department of Education confirms that "The probationary year is a continuation of a teacher's training", pointing out that "young teachers are inexperienced in the practical problems of class teaching, they need help and encouragement in many ways, and it is one of the most important duties of the head teacher to see that they get it."*

12.7 There is a serious lack of reliable information on the extent and nature of the support schools do provide in the early years. What does exist suggests a variable range of provisions with the majority of Year I and II teachers reporting inadequate support. "It is difficult to avoid the conclusion that the continuing professional development of beginning teachers is a weak feature of the system."†

12.8 The fact that there is no official provision for the teachers' colleges to be involved in the continuing professional development of beginning teachers has largely excluded their staffs from participation in this important aspect of helping young teachers during the early years.

12.9 **Inspectors** Apart from the schools the other agency charged with a responsibility to ensure that adequate forms of support for promoting the continued professional development of young teachers is the schools' inspectorate. They work mainly through their overseeing of the provisions made within individual schools and through running brief courses for young teachers.

*Department of Education, School Administration, Handbook for Head Teachers.
†Department of Education (W. J. Campbell): Realities of Teacher Development 1977, p. 31.

12.10 Again there is almost a total absence of any reliable information of the effects of their work in this regard, and as with the schools also, a noticeable lack of systematic arrangements for constructive consultations among the contributing agencies.

12.11 **Advisers** Although advisers do not have such a direct responsibility for the professional development of young teachers, the insights they gain about the strengths and weaknesses of young teachers could form a significant source of feedback for the colleges, schools, and inspectorate to whose work they should continue to contribute.

12.12 **Possible Future Schemes for Evaluation** There seems to be a strong need for a new look at how evaluation of teacher education and training could be made more effective. It is clear that before teachers can gain maximum benefit from their education and professional training, the work of a number of contributing agencies needs to be brought into a much more closely co-ordinated pattern of relationships.

12.13 Teacher training institutions, school principals and staffs, inspectors, advisers, and curriculum development officers all have significant contributions to make to evaluation. Only when there is adequate provision for developing mutual respect and understanding of their complementary roles will there be any significant improvement.

12.14 Any future schemes of evaluation should take into account the comprehensive and co-ordinated nature of teacher education. Not only should pre-service programmes be the subject of regular monitoring, but also the induction and in-service stages of continuing teacher education.

12.15 **Responsibility for Evaluation** The Government through its Department of Education has an overall responsibility for keeping the standards and functioning of the education system under review. In the area of teacher education and training direct responsibility for this rests with the Director-General, who approves courses of training both initial and in-service.

12.16 Reviews such as that of Professor Campbell and national conferences involving representatives of the teachers' colleges, universities, Education Department, teachers' organisations, school principals, and young teachers have been undertaken periodically to assess present achievements and suggest new developments.

12.17 The time is appropriate to set up a national body to co-ordinate and evaluate the development of teacher education and training. Its functions should include approval of courses and provision for

evaluation. However, the existence of such a body ought not lead to uniformity or conformity of programmes.

12.18 An important aim of evaluation is to involve those concerned in providing teacher education courses as fully as possible in objective analysis of their effects as a basis for making improvements.

12.19 Teachers' College Councils thus have a legitimate concern to ensure that the teacher preparation programmes in their colleges produce teachers who can teach effectively. They should be invited to accept this responsibility which they may meet in a variety of different ways including local reviews, visitations, research projects, and participating in national surveys.

12.20 Although councils would have overall responsibility for ensuring that effective evaluation procedures exist in their colleges they would need to use the academic and professional resources already available to them to develop and carry out evaluation of programmes. In moving to initiate such evaluations it would be important for them to encourage the fullest co-operation between college and university staffs, school staffs, inspectors, and advisers, all of whom are involved in contributing to the development of young teachers up to the point of registration.

12.21 Large scale national research projects, along the lines of the Campbell survey, could be instituted at regular intervals. Emphasis would be on assessing effectiveness of programmes of each college against their own stated objectives rather than comparative studies. At the same time in the successes of a particular college it may be possible to identify approaches or principles in training which could have nationwide application.

12.22 Teachers' colleges should be encouraged to develop their own research programmes and many are already doing this with assistance through Government grants.* Academic policies, course prescriptions, and assessment methods should be continuously reviewed. Instruments of research and evaluative procedures for the monitoring of teacher education programmes against criteria of success in the classroom should continue to be developed and used.

12.23 The national body might arrange a visitation committee comprising say five representatives of interested parties, to require a

*Examples:
R. G. Munro, Secondary Teachers' College, Auckland. Classroom research: Pupils' perceptions of classroom events.
B. Purdie, Wellington Teachers' College. Evaluation in a Teachers' College 1975, 1976.
E. J. Jaquiery. Unpublished MA Thesis, Victoria University, 1977. Social and educational backgrounds and attitudes of secondary school trainees.

teachers' college possibly every 7 years to present a report on its objectives and method of working, nature of courses, etc., and then to visit the college for a period of perhaps 2 weeks to observe and to discuss with staff, students, and graduates of the college the extent to which declared objectives and course programmes were in fact meeting the needs of the teaching service.

12.24 These evaluations by a visitation committee would be essentially local evaluations and the representatives would in the main be the local people, although it might be considered appropriate to include members from some other parts of the country. The visitation committee would be required to report in the first instance to the council of the college and in fact would be invited to undertake this task by the council.

12.25 College-based evaluation procedures are clearly valuable but the advantages of the review and visitation are:

a the National Body would be sharing in the responsibility for evaluation with the local college councils;

b the evaluating body would be small and could be a balanced mix of competent community representatives;

c individual institutions would set their own objectives within a general guideline;

d liaison would be established between the various councils and the evaluating body;

e time spent in a college would allow members to see the programme actually in action and would not need to rely solely on written course outlines;

f 7-year gaps would allow for changes to be implemented and given a fair trial between reviews;

g all interested parties would participate: client schools and teachers as well as college personnel themselves.

12.26 **Essential Components** Any system of evaluation should have as its starting point an agreed statement on the essential core of components for effective teacher training covering separately initial training, induction, and in-service training.

12.27 In a small country like New Zealand it is appropriate to have an agreed structure or basic core of studies to be identified within which colleges develop their own particular courses which might, however, differ one from the other.

12.28 The profession and the community should expect that all teachers entering the service have undertaken a basic core of studies.

12.29 **Internal Student Assessment and Evaluation** The college should provide the environment for learning. It is the students' responsibility to use that environment for achievement. Students should be held accountable and in effect they, not the system, would be responsible for their termination or success.

12.30 Any system of evaluation related to the effectiveness of the work of colleges would need to take account of the system of internal assessment, evaluation, and standard setting which the college has devised for its own students.

13 THE TERTIARY SECTOR

13.1 Staff in tertiary institutions vary from trained experienced teachers to those with virtually no teaching background. At the present time, apart from the Tutor Training Unit used for providing the initial training of tutors employed in technical institutes, the training of those teaching in tertiary institutions is left to each of the institutions. The extent of commitment to this task varies considerably across institutions, as does the support from authority for such professional development.

> "Possibly a more serious problem is the attitude of those holding positions of responsibility within institutions towards teacher improvement programmes. In general, staff are not encouraged to innovate in their teaching, particularly if it involves a major change in course design or presentation, nor do they receive any incentive to evaluate their courses or teaching. This situation is particularly true within the university, where junior staff in particular can actually be penalised in terms of promotion if they direct their energies towards teaching rather than research."*

13.2 This general lack of acceptance of the importance of teacher training provides an atmosphere in which there is virtually no incentive for staff to improve their teaching competence or to innovate in their teaching.

13.3 Staff-student ratios, teaching loads, and other duties do not provide for staff to engage in any serious staff development programmes. Often scant attention is paid to the teacher's contributions to teaching at promotion time and limited resources are directed towards staff improvement programmes within institutions. These point towards the low priority given to this matter.

13.4 In general, those appointed to teaching positions in tertiary institutions are older and more mature, and their appointment often precludes any long pre-service training. The tertiary sector presents different problems for the training of teaching staff from those in the primary and secondary sector. It is most important that the provision of opportunity for professional development, including teaching competency, be seen in terms of an overall career structure.

13.5 In the absence of pre-service training for teaching at this level, appointment to a first teaching post should be provisional with confirmation of appointment subject to satisfactory performance in the various tasks, including teaching, inherent in the post. This would

*Report of Committee on Technical and Vocational Education, N.Z. National Commission for UNESCO (1977) p. 35.

require the development of effective means for assessing the teaching ability and experience of applicants for university, teachers' college, and technical institute teaching posts in order that this factor can be included in references statements and considered by appointments committees.

13.6 Immediately upon appointment, teachers should be offered an orientation programme aimed at introducing them to a department, school, or faculty, as well as providing them with information regarding resources available for support of teaching and research.

13.7 During any probationary period, it should be the responsibility of the institution to offer teachers appropriate professional development programmes in teaching and/or other activities associated with their position. It is suggested that new teachers should be formally associated with an experienced and successful fellow teacher and that they should become familiar with teaching strategies which have proved successful at the tertiary level.

13.8 To ensure that the teacher has time to take part in any such programme, the teaching load of all probationary staff should be reduced in terms of time, range, and depth of responsibility. Adequate financial provision should be made for this staff training. This should be taken into account by the Department of Education and the University Grants Committee in the funding of tertiary institutions.

13.9 For teachers in tertiary institutions special attention should be given to staff development courses on the complexities of dealing with students of other ethnic origins. This could assist in retaining such students in tertiary institutions.

13.10 Accepting the very diverse nature of the teaching task within any one tertiary institution and the extremely variable paths of entry into a tertiary institution, it would be impossible to lay down any rigid rules of procedure for improving teaching competency; indeed, each of the tertiary institutions should be free to develop its own programmes within given parameters which provide opportunity and incentives. In addition to the recommendations incorporated in the above, it would be reasonable to expect that:

a at the time of consideration for tenure or confirmation of appointment heads of departments should be required to provide a report showing teaching, research, and administrative experience, professional development activities, and a statement or comment on the level of competency displayed by the teacher;

b on being appointed to a confirmed permanent or tenured position, the teacher should undertake a suitable programme of continuing education, possibly to meet the requirements of registration;

c at the time of promotion the teacher should be required to provide such evidence of contributions to teaching, administration, and research as appropriate to the job specification. In the case of teaching, this may include a description of teaching responsibility, evidence of a concern for teaching, such as by publication, research and innovation, as well as an overall assessment of contributions to and performance in teaching.

13.11 Tertiary teachers cannot, however, be considered as a single group.

13.12 **University Teachers** Recruited internationally over a wide and disparate range of disciplines, university teachers begin their New Zealand teaching careers with very differing pedagogical skills. Many new appointees have had some teaching experience as graduate assistants but few have been adequately trained. Some university teachers are so lacking in skills of teaching and assessment that their students performances suffer in consequence.

13.13 "Learning on the job" may lead to much dissatisfaction on the part of both teacher and taught. Designing a common compulsory induction programme would prove difficult and possibly wasteful of many teachers' time. Nevertheless it is clear that all universities should ensure that proper provision is made for the induction of new staff in terms of their individual needs and that all new staff should be required to participate. It must be emphasised, however, that induction activities may include, but should not be confined to, formal courses.

13.14 Oversight of these arrangements should rest with each university's higher education research officer, or, where no such appointment has been made, should be vested in a staff committee on teaching methods.

13.15 **Teachers' College Staff** Many college staff win their positions partly through the skill and enthusiasm they exhibit in their primary or secondary school classrooms. A proportion fail to adapt these skills fully to the new educational environment of a teachers' college. In particular a number find difficulty in adjusting their approaches to teaching to take into account the fact that they are now dealing with adults and not children.

13.16 Because the colleges are seeking to prepare students for their professional responsibilities, it is imperative that college staff be enabled, if need be through special measures devised for this purpose, to keep in close and continuing contact with kindergartens and schools. This could be achieved by:

a developing college staff attitudes towards relating theory to practice and providing theory in a relevant context;

b ensuring that college staff remain familiar with the current day-by-day practical tasks and responsibilities of teachers and the teaching methods currently being employed by them.

13.17 Even though there will be few newly appointed staff without teaching qualifications, all staff will require orientation and induction programmes to assist them to adjust to their new role as tertiary teachers. In addition specific training should be provided to help them meet such responsibilities as tutors in continuing education courses for teachers, as teaching practice supervisors, as participants in the induction of beginning teachers in the schools and in providing for the particular needs of students from minority ethnic groups.

13.18 **Technical Institute Tutors** There is no pre-service training for technical institute tutors. There is a 12-week training course held at the Tutor Training Unit in Lower Hutt designed to cater for the immediate teaching needs of tutors. While the present intention is that all newly appointed tutors, untrained as teachers, should attend the first block in their first year, many are teaching for far too long before this happens. This problem will not be overcome until there is compulsory teacher training before entry to the classroom.

13.19 The induction of these tutors is by far the least satisfactory of the three categories surveyed. Many have had only limited experience of the learning and teaching situations in which they find themselves at a technical institute. It is therefore critical that their induction into teaching be systematic and thorough and that adequate provision be made for their continuing teacher education which must be more formally provided for than is the case for university and teachers' college staff.

13.20 Considering the nature of the initial training required for tutors, a staffing entitlement for resource tutors (of HOD status) should be provided at each technical institute, with appropriate provision at community colleges and senior technical divisions. Such resource tutors would:

a provide additional support to the beginning tutor during the induction and initial training period;

b assist with continuing teacher education programmes;

c assist with the training of part-time staff.

13.21 Serious consideration needs to be given to the feasibility of providing short-term (2–4 weeks) teacher training either regionally or nationally, before tutors enter the classroom, such training to be in addition to the 12 weeks of training taken in blocks during the first 2 years.

13.22 New tutors are assessed for staffing purposes as .9 of a tutor. The present .1 allowance should be increased to .2 and be used solely for the purpose of induction and not transferred to other needs.

13.23 With the growing number of Maori and Polynesian students and the difficulties in providing tutors from different racial origins in each skill area, technical institute induction courses should include knowledge of the complexities of teaching multi-cultural classes.

13.24 The induction programmes of separate institutes should be seen as part of an overall pattern of improved teacher training for tutors in which the Tutor Training Unit could play a role.

13.25 An evaluation of the whole tutor training system should be carried out to ensure that:

a the system is revised, properly integrated, and co-ordinated;

b resources are not duplicated.

14 THE FUTURE ROLE OF THE TEACHERS' COLLEGES

14.1 **Introduction** This topic has been the subject of a report by the ACEP Standing Committee on Teacher Training published in 1973 for the information of working parties preparing for the Educational Development Conference.

The report commented on the following:

a teachers' college/university relationships;

b the continuing education of teachers;

c the training of pre-school teachers;

d the training of teachers for special education;

e teachers in the community.

14.2 Its final conclusion summarises the position taken by the Standing Committee on the future role of the colleges:

"The Standing Committee, therefore, sees the future role of teachers' colleges as being first, to offer pre-service training which, if satisfactorily performed, will give credit for a degree, and second to undertake increasing responsibility for teacher education beyond the pre-service training, and for the benefit of people who will not all teach in schools, but will make a significant contribution to the education of New Zealanders."*

14.3 The question now to be asked is whether the role envisaged in the report has been implemented over the last 5 years and whether the vision for the ensuing 5 years should be different.

14.4 **Progress 1973–1978** There has been considerable progress in relationships with the universities which has added greatly to the resource pool available to teachers colleges. However there is continuing doubt about the sacrifices being made in favour of a more academic approach required by the universities and the classroom relevance approach necessary for the credibility of teachers' college courses. Appendix III explores the history and development of university/teachers' college relationships. If the new system outlined in paragraphs 9.11–9.30 is implemented an alternative professional route will be available to teachers through advanced courses with relativity with university degrees. These should lead eventually to relativities in qualification, status, and salaries and to a more unified teaching service.

*Advisory Council on Educational Planning. The Future Role of Teachers' Colleges 1973, para. 6.02 p. 20.

14.5 The training of kindergarten teachers has been integrated into the teachers' colleges although the length of the period of pre-service training has yet to be increased to 3 years. Discussions are being held about the training for kindergarten teaching and there is pressure for the training of child care assistants to staff the increasing number of centres being established in the community.

14.6 There has been an increased representation of student teachers on teachers' college committees.

14.7 Over the last 2 years, teachers' colleges have been taking initiatives in providing courses of a substantial nature to meet the needs of teachers in service. It is envisaged that with the rationalising of professional courses for credit towards the Advanced Diplomas and the demands from teachers for part-time and full-time study, the teachers' colleges will take their rightful place as important agencies in meeting teacher needs and requests for their continuing professional education.

14.8 The progress in provision of training for those involved in areas of Special Education has been disappointingly slow. A 1-year full-time course is available at Christchurch Teachers' College, but the recommendation that a second course be provided has not yet been implemented. National and local courses of a more limited nature continue to be available but it is doubtful if such programmes do more than support the teachers rather than meet basic long-term needs.

14.9 The availability of university programmes for the training of personnel for the psychological service, vocational guidance service, and secondary guidance counsellors has been expanded over the last 5 years.

14.10 The colleges continue to provide on a regular basis short programmes for those people belonging to community groups who need teaching skills. In addition, a special programme is available for tutor sisters in schools of nursing at the Wellington and Hamilton Teachers' Colleges. In Christchurch there is a co-operative approach from the Christchurch Teachers' College, the Christchurch Technical Institute and the North Canterbury Hospital Board in providing basic and advanced courses for para-medical staff in the North Canterbury Hospital Board who are involved in teaching.

14.11 **The Future 1978–1983** Reports on teacher education have emphasised the need for a greater partnership between the teachers' colleges and the schools to ensure that the courses are relevant to what is happening in the classroom. The recent research by Campbell* has

*Campbell W. J.: Realities of Teacher Development.

indicated that the problems of relevancy and coherence in the teacher education programmes have not yet been solved.

14.12 It is suggested that the major thrust in teacher education for the next 5 years should be towards a partnership in a broader context. This would allow not only further co-operation between the colleges and the schools, but would provide the opportunity for the Curriculum Development Division, the subject and other advisers and the inspectors to contribute in a more meaningful way to the planning and implementing of teacher education programmes both at pre-service and in-service levels.

14.13 At the moment, these various units operate almost in isolation, each calling on schools and teachers to become involved in in-service courses and to assist with the implementing of new curricula. There appears to be little co-ordination of the contribution these services can make to the common goal of improving the quality of teaching in the classroom.

14.14 It would appear that the future of the teachers' colleges lies in three main directions. They will continue their role as providers of pre-service programmes for teachers; they will expand their role in providing advanced professional courses; they will evolve a support service for teachers and other community educators.

14.15 **Education Centres** Accepting that advantages would follow from the integration of services which could contribute to teacher education—the schools, the colleges, the universities, the Department of Education through its Teacher Education and Curriculum Development Divisions, the Advisory Service, and Inspectorate—it should be possible to establish research and development centres at a regional level to service the schools. It is envisaged that some of these centres could be located at teachers' colleges.

14.16 Such centres could support the schools in their involvement in the following activities:

a staff education and development;

b curriculum planning;

c action research at the local level;

d pre-service, induction, and in-service programmes;

e resources for audio-visual aids, library, teaching, and learning.

14.17 In this way there would be a reciprocity of interest, activities, and resources which should assist in breaking down the barriers which inhibit the relevancy and coherence of teacher education programmes.

14.18 It is not that one has to start from a new beginning to achieve this end. The resources for establishing such a centre are already available. What it needs are people with imagination and initiative from the teachers' colleges, the schools, the Department of Education, the tertiary institutions and the community to come together to talk about the strategies for achieving such a goal.

14.19 Much has already been done:

a The regional tertiary education liaison committees are discussing ways of co-ordinating their valuable resources.

b The Department of Education has established three pilot teachers' centres in Auckland, New Plymouth, and Alexandra and these have already provided the example and incentive for similar centres to be set up in an informal way in other regions.

c The teachers' colleges are already providing facilities and equipment as support services for teachers.

14.20 The links with the schools would come through a small team of people representative of the teachers' colleges. the Curriculum Division, advisory services, and inspectorate working regularly in a group of schools with the principal and staff who have special responsibility for staff education and curriculum development.

14.21 Such integration of resources would allow for continuous mutual exchange between classroom teachers and those involved in providing pre-service and in-service teacher education programmes. It should provide the flexibility and the link for greater mobility of staff from teachers' colleges and the Department of Education into school exchanges. An extension function of the teachers' colleges could also be provided if a link were established with community colleges which service provincial and rural areas.

14.22 The provision of such centres would also enable the colleges to provide access for greater involvement in community education. Not only should they continue to provide programmes for the many community groups who require teaching skills, but if constructed on a modular basis many of their present courses could be available to parents, teachers, and other interested members of the community.

14.23 Serious consideration could also be given to the education centres accepting responsibility for the regional oversight of such programmes as those conducted by the Department of Recreation and Sport and those envisaged by the National Council of Adult Education for the training of continuing educators.

14.24 **Pre-service and Induction Programmes** The provision of pre-service education for early childhood, primary and secondary teachers will continue to be the major role of the colleges. It is hoped that more

flexible access will enable students to gain credit for previous experiences and that a modular approach to programmes will enable students to choose courses more suited to individual needs.

14.25 While many of the colleges may establish close relationships with universities,* provision will also be made for students to choose a professional route on the basis of the Diploma in Teaching acquired through successful completion of the requirements for the pre-service course. If the Hill Report is fully implemented, the relativity between the awards for university study and professional studies will be such that the status of the awards will no longer be an issue.

14.26 There needs to be a much closer relationship between the colleges and the schools so that the teaching profession can accept responsibility for its role in this important partnership.

14.27 Such a partnership should continue into the induction period and thus help to break the concept that colleges play an exclusive role in the pre-service education and that teachers, the schools, and the Department of Education have a separate responsibility for induction and continuing education.

14.28 **Advanced Professional Programmes** Colleges are now accepting responsibility for initiating substantial advanced courses of a professional nature. They are linked with the Advanced Studies for Teachers Unit of the Department of Education and are providing tutorial support in a wide range of the ASTU courses leading to Diploma in Teaching.

14.29 With the acceptance in principle of the need for professional studies, which equate with degrees and post-graduate university study, greater demands will be made on the teachers' colleges to provide part-time and full-time courses. As well as meeting general career needs, including a change in role of teachers, programmes in the area of Special Education should be regarded as part of the professional courses available for credit towards advanced diplomas.

14.30 **Concluding Comment** The future of the colleges is thus seen in a broader context than the past, but still within the general area of teacher education. The colleges will no longer be confined to pre-service preparation of teachers, nor will they operate in isolation from the schools or those other services which make an important contribution to teacher education particularly at the in-service level.

*Taylor W.: Teachers College and University Relationships in New Zealand, 1977.

14.31 Greater diversity of function may come in some regions in the future. Integration with other courses meeting more general community needs could add another dimension not only to the life of the colleges, but to teacher education because student teachers would be receiving their training alongside students preparing for other vocations.

14.32 The following are suggested as possible areas for investigation in relation to the diversifying of the role of teachers' colleges.

a A college might negotiate with a local university to become a professional school of that institution.

i Such a collegial arrangement for the training of kindergarten, primary, and secondary teachers could also provide the opportunity to experiment with common 4-year programmes for teachers with professional courses and teaching practice appropriate to each.

ii It might be possible for such a professional school to investigate open entry for students able to accept variable allowances or bursaries.

Note: These are both complex issues which require closer examination than could be given by the working party in the time available. (See Appendix II.)

b Another college might wish to develop an association with a local technical institute. This might help meet community needs in particular areas and help to rationalise the use of resources.

c Local tertiary education liaison committees could explore the inter-relationship of roles of tertiary institutions. One such possibility might be for a teachers' college to diversify and become a multi-purpose institution.

d A research and development centre might be added to the three experimental teachers' centres already established. It is envisaged that such a centre might be set up in close association with a teachers' college and with other agencies involved in a fully co-operative and integrated relationship.

14.33 Every encouragement should be given to colleges and universities to experiment in the field of teacher education with the possibility of providing alternative programmes from which students may make a choice. While priority should always be given to their prime function which will be rapidly extended through the colleges' involvement in programmes of in-service education and their future role as resource centres for teachers and schools, systematic association with other institutions and community groups may help the colleges to broaden their role. The autonomy of an institution need not be jeopardised by association with other institutions or groups. It is the nature of the co-operation which enhances the opportunity for diversity.

14.34 It is envisaged that the future role of the colleges will include an expansion of function through:

a closer relationships with schools in the pre-service courses;

b involvement in induction programmes;

c increased responsibility for advanced professional courses;

d providing support services for schools through education centres;

e exploring alternative schemes for teacher education with different agencies, institutions, and community groups;

f conducting research with other agencies in areas related to teacher education.

While careful co-ordination of present staffing and facilities will be a first requirement, it is evident that additional finance for human and material resources will be necessary to enable the colleges to carry out this expanded role.

15. THE NATIONAL BODY

15.1 At various points throughout this report reference has been made to the advantages of the establishment of a national body for teacher education and training.

15.2 This raises again a matter brought to the fore some time ago in a report from the Standing Committee on Teacher Training to the Advisory Council on Educational Planning.* The issue remains substantially the same. It is not a question of the need for such a body but rather what form it should take.

15.3 As the earlier Standing Committee set out, several kinds of machinery could be considered: the ad hoc committee, the standing committee, the statutory body, and the ministerial advisory council.

15.4 The ad hoc committee has had a long and distinguished history in New Zealand education. It has the advantage of concentrating resources and expertise on specific tasks. It is not, however, considered appropriate for teacher advisory machinery principally because it could produce a disjointed approach to an area requiring consistency and continuity.

15.5 The Standing Committee procedure was used in teacher education in 1963. The National Advisory Council had oversight of those Currie recommendations concerned with teacher education, but there was a feeling that, in its last year when these were implemented, the committee was finding difficulty developing a new sense of direction.

15.6 The more recent Standing Committee on Teacher Training was established by ACEP in response to a request from the Minister in 1970. The ACEP umbrella seemed logical at that time as the desire to co-ordinate tertiary educational development lay behind several recommendations from the National Development Conference. The members were appointed in their individual capacity rather than as representatives of organisations, although a wide variety of educational interest was reflected in the membership. The association with ACEP emphasised the committees independence from the department. However it also meant that the committee could speak only through its parent body. It was not able to plan for long-term activities and recommended its own demise after producing several useful reports which brought little action.

*Advisory Council on Educational Planning—The Continuing Education of Teachers 1973, p. 23, para. 9.42.

15.7 A statutory body has certain advantages particularly if its terms of reference are widened to include advising on continuing education of teachers and the allocation of resources within the teacher education field.*

15.8 Teacher education and training are so important, and the resources devoted to them of such magnitude, that a separate Council for the Education and Training of Teachers (CETT) is warranted.

15.9 It is suggested that this be a statutory body to emphasise the permanence of the need and to permit more significant independence. This status would be important, for instance, in the Council's relationship with other statutory bodies likely to be set up in connection with the registration of teachers.

15.10 The Council should comprise 15 members of whom 7 would be nominated by organisations representing teachers and student teachers (namely. NZKTA, NZEI, PPTA, AUT, ATTI, NZTCA, STANZ) and 1 nominated by the New Zealand Maori Council. The remaining members would be appointed by the Minister to represent specific interests and would include an officer of the Department of Education, a member of the Pacific Islands community, a woman from the lay community, and an independent chairman.

15.11 The prime function of the Council would be to advise the Minister of Education and the Director-General of Education on matters in the field of teacher education at the Minister's request or at its own initiative, and to publish an annual report reviewing teacher education and discussing possible future developments.

15.12 More specifically its roles would include continuing oversight of the outcomes of this review with its emphasis on improving recruitment, selection, training programmes, induction, and continuing teacher education, relationships between colleges and universities, coordination of evaluative research, accreditation of programmes, and the training of specialists and of personnel in the tertiary sector.

15.13 The Council should have a budget to cover its meeting and publication costs, appropriate secretarial support, and such allocation of resources as it is permitted by statute.

*The Vocational Training Council is a possible model.

16 RECOMMENDATIONS

No.	Recommendation	For Action by	Paragraph Reference
A	**Recruitment** *It is recommended:*		
A1	**THAT the emphasis in recruitment be directed towards:** **a gaining a better mix of entrants,** **b filling the areas of teacher shortage in the various branches of the service.**	Government, Education Boards	5.4–5 5.15
A2	**THAT the current programme of recruitment be expanded with substantially increased funding to allow for special emphasis on:** **a the areas of teacher shortage:** **Maoris and Pacific Islanders, teachers for some secondary and tertiary specialist subject areas, kindergarten and child care teachers, male teachers;** **b the appointment of recruitment officers for longer periods of time than at present;** **c representation from preschool, primary, secondary, Maori, and Pacific Islands groups to assist recruitment officers at appropriate times;** **d a better informed secondary school vocational guidance network;** **e a year-round information service in all education board districts;** **f the appointment of full-time liaison officers;** **g better publicity and information material to be made more available to the public via newspapers and periodicals likely to reach potential recruits, vocational guidance officers, and other appropriate career information services.**	As above	5.14–15 5.18 5.17 5.16 5.17
A3	**THAT the existing student allowances be retained in substantially their present form, that variable supplementary allowances be instituted for suitable entrants having special needs, and that the present option of accepting the (standard) tertiary bursary without bonding be retained.**	Government	5.21–24
A4	THAT consideration be given to gaining the services of people with particular cutlural interests and talents who could make a positive contribution to our schools either as resource lay people from the community or as those to be trained as specialist teachers in such fields.	Government, Education Boards	5.6
A5	THAT in order to recruit a greater number of Maori entrants, wider use be made of marae-based groups and the Maori community generally.	As above	5.7
A6	THAT in order to assist the recruitment and retention of Maori and Pacific Islands students, the continuing support of their family and community groups be sought while they are studying for the entry qualification and during their training.	As above	5.8
A7	THAT the recruitment and training of teachers who have qualified in the Pacific Islands and are now resident in New Zealand be continued vigorously	As above	5.9

No.	Recommendation	For Action by	Paragraph Reference
A8	THAT appropriate recruitment activities be undertaken with Maori and Pacific Islands pupils (and their communities) while in their third and fourth form years as an incentive to gaining entry qualifications.	As above	5.10
A9	THAT as a short-term measure designed to redress the present imbalance in our teaching force, steps be taken to achieve a greater number of Maori and Pacific Islands students entering training by retention of the existing national reserve and that the present national reserve of 10 percent be retained solely as the target for Maori and Pacific Islands entrants.	As above	5.11
A10	THAT the question of a national reserve continue to be reviewed annually.	As above	5.13
A11	THAT liaison officers be attached to teachers' colleges for temporary appointments of 2 to 3 years.	As above	5.16
A12	THAT all recruitment material continue to be up-to-date, attractive in appearance, readily understandable by potential recruits, and widely distributed each year.	As above	5.17
A13	THAT in order to help overcome secondary and tertiary teacher shortages in specific subject areas, consideration be given to: a the recruitment and selection of highly suitable candidates, regardless of subject qualifications, with a view to allowing them to take courses in subject areas of teacher shortage; b the retraining of teachers already in the service who are willing to teach in shortage areas.	Government, Education Boards, Teachers' Colleges, Universities	5.15 g 5.18 b 6.35
A14	THAT consideration be given to entry to teachers' colleges on a national rather than a regional basis only.	Government, CETT, Education Boards	5.19 6.12
A15	THAT consideration be given to permitting candidates to select a particular teachers' college whose philosophy and programmes match their personality, needs, and style.	As above	5.20
A16	THAT student teacher allowances be a condition of service negotiated by the organisations concerned and be included under the State Services Conditions of Employment Act.	Government, Teachers' Organisations	5.23
A17	THAT student allowances be payable on the negotiated scale when the training course is lengthened or shortened to meet individual circumstances and professional requirements.	Government	5.24
B	**SELECTION**		
	It is recommended:		
B1	**THAT steps be taken to obtain a mix of entrants that will best serve the changing ethnic, socio-economic and cultural composition of our society.**	Government, CETT	6.14
B2	**THAT special pre-entry programmes be developed for otherwise capable and acceptable candidates who have gaps in significant fields of knowledge, skills, or experience essential for entry to teachers' college.**	Government, Teachers' Colleges	6.24 7.18

No.	Recommendation	For Action by	Paragraph Reference
B3	**THAT the minimum (or equivalent) qualifications for entry to all divisions requiring courses of 2 years or more be held at the time of application.**	Government, Education Boards	6.25
B4	**THAT the interview be retained as part of the selection process and that attention be directed to:** **a care in selection of and the need for training for members of interviewing committees or panels;** **b appointing members of both selection and interviewing committees or panels for a term of not less than 3 years in order to gain expertise and preserve continuity.**	Education Boards	6.15 6.16–17 6.4
B5	THAT consideration be given to the claims of interested groups for representation on Selection Committees.	As above	6.5
B6	THAT secondary selection and interview committees be extended to include representation of practising teachers and of secondary school boards.		6.6
B7	THAT for teachers and advisers who have no pre-service training in their specialist field their first appointment be provisional for 2 years.		6.8 c
B8	THAT where there are large numbers of applicants, pre-interview screening procedures be used to reduce the number to be interviewed but with a right of appeal for those excluded from interview.	Education Boards	6.10
B9	THAT acceptance of older applicants be based on more than maturity alone (e.g., success in previous experience or occupation).	As above	5.12 6.11
B10	THAT the administrative details prior to, during, and subsequent to the interview receive greater attention.	Education Boards	6.21–23
B11	THAT local districts be encouraged to explore and evaluate alternative selection procedures.	As above	6.30–31
B12	THAT consideration be given in selection for secondary teaching: a to replacing the present nominal 20 point scale; b using a two-phase interviewing procedure.		6.32–33
B13	THAT quotas be established earlier than at present for secondary specialist areas and greater efforts be made to meet them.		6.34
C	**THE TRAINING PROGRAMMES**		
	It is recommended:		
C1	**THAT the agencies providing teacher education collaborate to identify the essential components in the total teacher education programme and schedule these components into the most appropriate stage of the whole programme.**	Teachers' Colleges, Schools	7.24–28 12.26
C2	**THAT teachers' college programmes be based on a modular structure with components which permit extension into induction and continuing teacher education.**		7.17–20 9.22
C3	**THAT, because of the multicultural nature of our society and the need for teachers to gain some understanding and appreciation of the backgrounds of a significant proportion of their pupils, there be core or compulsory studies regarding the cultures of the Maori and relevant Pacific Islands.**	Teachers' Colleges	7.22

No.	Recommendation	For Action by	Paragraph Reference
C4	**THAT the present 2-year pre-service course for kindergarten teachers be extended to 3 years with a minimum of delay.**	Government	5.18 c 7.36 9.29–30
C5	**THAT 1-year programmes of initial training be transformed into programmes of up to 2 years.**	Teachers' Colleges	7.39–41
C6	**THAT selected secondary schools be designated "associate schools" with relevant time allowances and facilities.**		7.42
C7	**THAT a greater interchange of teaching staff between teachers' colleges and schools than at present be actively pursued.**	Teachers' Colleges, Schools	7.33
C8	THAT changes be made to ease some of the present constraints in the regulations, terms, and conditions of studentship in such areas as the following: a to allow varying arrangements and routes in preparation for teaching (e.g., some part-time study); b to grant credit to students for those relevant skills and competencies, apart from academic qualifications, which they bring to teacher training and to particular courses; c to grant leave between the date of acceptance and entry to college or during training or to defer some educational components in a course; to provide opportunity for a student to repeat a course failed.	Teachers' Colleges	7.5
C9	THAT there be greater opportunity for movement among the various branches of the teaching service and within the pre-service institutions themselves.		7.6–7 9.3
C10	THAT provision for individuality of college programmes, time scales, strategies, and procedures be maintained.	Teachers' Colleges	7.21 a 12.17
C11	THAT teachers' college lecturers involved in the teaching programme be clearly associated with particular schools.	Teachers' Colleges	7.32
C12	THAT each teachers' college ensure that its students have direct experience in and knowledge of all curriculum areas in which they are likely to teach in their first 2 years of service.	Teachers' Colleges	7.38 12.27–28
C13	THAT concurrent training be the preferred pattern of teacher training where possible because of the gains for students in terms of professional growth.	Teachers' Colleges	7.12–15
C14	THAT consideration be given to varying the total length of time for the college course for individual students, namely, a permitting an earlier date of completion for those who have attained mastery levels in all essential studies and show themselves to be ready for the responsibilities of teaching, and b delaying completion for those who, though continuing to show promise of suitability for teaching, require longer to reach the required standards or levels of mastery.	Teachers' Colleges	5.24 7.2 7.4 d 7.11 7.20 i 7.23 9.17–18

No.	Recommendation	For Action by	Paragraph Reference
D	**PRACTICAL TRAINING**		
	It is recommended:		
D1	**THAT teachers' colleges and schools together examine the timing, nature, and length of in-school practice experiences as an important step in further increasing the effectiveness of initial training.**	Teachers' Colleges, Schools	7.31 7.34 8.8–9
D2	**THAT those involved in supervising teaching practice undertake continuing education programmes in supervision skills and be required to demonstrate their competency in working with students in practical training situations.**	As above	8.16 13.17
E	**QUALIFICATIONS**		
	It is recommended:		
E1	**THAT opportunities for teachers to advance their qualifications through professional or academic study, or a combination of both, be extended not only through university study but also through teachers' college and other study.**	Teachers' Colleges, Universities, CETT	9.14–15 9.27–28
E2	THAT the single award issued on the successful completion of a teachers' college course be the Diploma in Teaching, this to be the basic qualification for consideration for registration.	Teachers' Colleges	9.12
E3	THAT registration be a pre-requisite for the award of any advanced professional qualification.		9.13
E4	THAT professional and academic credits, whether obtained from college courses, university study, pre-admission qualifications, or from other recognised institutions, be accumulated along a qualification continuum from the Diploma in Teaching to advanced professional qualifications at the highest level.		9.16
E5	THAT for those who fail to complete the requirements for the Diploma in Teaching within the modal period of time, opportunities for completion be made available through an extension of the training period permitting in-college or part-time alternatives.		7.5 d 9.18
E6	THAT the new Diploma in Teaching be no less in status than the existing Diploma in Teaching, currently the equivalent of six-ninths of a degree.		9.20
E7	THAT in order to ensure that teachers' colleges have time to prepare themselves by any required modification of courses or raising of standards, a set date be determined after which future intakes will proceed towards the new Diploma in Teaching rather than the Teachers' College Diploma.		9.21
E8	THAT teachers holding either the Diploma or Advanced Diploma in Teaching under the present regulations be able to translate these qualifications to the appropriate level in the new awards.		9.26
E9	THAT a great variety of units through part-time study, individual research projects, attendance at long-term refresher courses and summer schools, etc., be made available to encourage teachers to gain the Diploma in Teaching awards.		9.27

No.	Recommendation	For action by	Paragraph Reference
F	**THE INDUCTION PROCESS**		
	It is recommended:		
F1	**THAT induction programmes be mandatory for beginning teachers at all levels in the teaching service and that these be effectively designed, implemented, co-ordinated, adequately staffed, and supervised in all educational institutions.**	All educational institutions, CETT	4.9 10.2–4
F2	**THAT area co-ordinating committees be established to advise on and approve programmes, to arrange training for those involved in induction, and to allocate resources.**	Schools, Teachers' Colleges	10.6
F3	THAT provisions made to support an induction programme (e.g., staffing entitlement) be used solely for that purpose and not transferred to other needs.	Educational Institutions,	10.5 13.22
F4	THAT the teaching load of all beginning teachers be reduced in terms of time, range, and depth of responsibility in proportion to the length of the professional training course.	Schools	10.10
F5	THAT all institutions with beginning teachers nominate senior staff as tutor-teachers to oversee the induction process and that time allowances and extra staffing entitlement be granted for this purpose.	Schools	10.11
F6	THAT training for the role of tutor-teacher be a requirement and be seen as part of the continuing education and qualifications for teachers.		10.12
F7	THAT the timetable of all educational institutions with beginning teachers provide for regular induction sessions and other induction activities.	Educational Institutions	10.13
F8	THAT teachers' colleges be enabled to provide resources and staff to support beginning teachers and assist with tutor-teacher courses.		10.15
F9	THAT participation in induction programmes by the teachers' colleges be seen as a responsibility of a range of college staff.	Teachers' Colleges	10.16
G	**CONTINUING TEACHER EDUCATION**		
	It is recommended:		
G1	**THAT teacher education be planned as a continuing process from initial preparation, through induction, and on to inservice training with the co-operation, resources and organisation that this implies.**	CETT	1.6 4.11 11.4–5 11.15–20
G2	THAT further opportunities for continuing education be provided for teachers to enable them to update and extend their knowledge of curricula, refine and develop teaching skills, and adapt to changing professional needs.	Government	11.7–13
G3	THAT teachers returning to the service or moving into unfamiliar situations receive adequate inservice support.	As above	11.14
H	**EVALUATING TEACHER EDUCATION**		
	It is recommended:		
H1	**THAT systematic and effective methods of evaluating teacher education be developed.**	Teachers' Colleges, CETT	4.10 12.1 12.12–13 12.15–18
H2	THAT any future schemes of evaluation take into account the comprehensive and co-ordinated nature of teacher education, with	As above	12.14

No.	Recommendation	For Action by	Paragraph Reference
	regular monitoring not only of pre-service programmes but also of the induction and inservice stages of the continuing education of teachers.		
H3	THAT teachers' colleges themselves and their councils be encouraged to develop their own evaluation and research schemes in co-operation with local universities, schools, and professional officers of the Department of Education and to initiate visitations every 5 years.	Teachers' Colleges and Councils, CETT	12.19–25
H4	THAT large scale national research projects be instituted at regular intervals.		12.21
I	**THE TERTIARY SECTOR**		
	It is recommended:		
I1	**THAT the need for training opportunities for teachers in the tertiary sector be recognised and provision made accordingly.**	Tertiary Institutions	4.12 13.1–4 13.11
I2	**THAT an evaluation of the whole tutor-training system in technical institutes be carried out to ensure that the system is revised, properly integrated and co-ordinated, and that resources are not duplicated.**	Technical Institutes	13.25
I3	THAT in the absence of pre-service training for teaching at this level, appointment to a first teaching post be provisional, with confirmation of appointment subject to satisfactory performance in the various tasks, including teaching, inherent in the post.	Tertiary Institutions	13.5
I4	THAT immediately upon appointment, teachers be offered an orientation programme aimed at introducing them to a department, school, or faculty, and at providing them with information regarding resources available for support of teaching and research.	Tertiary Institutions	13.6
I5	THAT all tertiary institutions be responsible for providing for all newly or provisionally appointed teaching staff appropriate professional induction and developmental programmes and that participation by new staff be required.	As above	13.7 13.10–15 13.17–20 13.24
I6	THAT to ensure that the teacher has time to take part in any such programme, the teaching load of all probationary staff be reduced in terms of time, range, and depth of responsibility, and further, that adequate financial provision be made for this staff training.	Tertiary Institutions	13.8 13.22
I7	THAT for teachers in tertiary institutions special attention be given to staff development courses on the complexities of dealing with students of other ethnic origins.	Tertiary Institutions	13.9 13.23
I8	THAT when consideration is being given to confirmation of appointment or promotion, evidence be provided concerning the contribution to and competency in teaching, along with other relevant factors, and that upon gaining tenure teachers be encouraged to undertake programmes of continuing education suited to their needs.	As above	13.10
I9	THAT teachers' college staff be enabled, if need be through special measures devised for this purpose, to keep in close and continuing contact with kindergartens and schools.	Teachers' Colleges	13.16
I10	THAT consideration be given to providing short-term teacher training for technical institute tutors before they begin to teach students.		13.21

No.	Recommendation	For Action by	Paragraph Reference
J	**THE FUTURE ROLE OF THE TEACHERS' COLLEGES**		
	It is recommended:		
J1	**THAT the prime function of teachers' colleges continue to be teacher education in the broadest sense with pre-service training for early childhood, primary and secondary teaching continuing to be their major role.**	Government, CETT	14.24 14.30–31 14.33–34
J2	**THAT the major thrust in teacher education for the next 5 years be towards effecting a much closer partnership in a broader context of all agencies involved in teacher education, especially the teachers' colleges, schools, and professional officers of the Department of Education, not only during pre-service training but also in the induction period and continuing into the subsequent education and training of teachers.**	Teachers' Colleges, Schools, CETT	14.26–27
J3	THAT the teachers' colleges be given greater responsibility and resources for providing advanced professional courses for teachers.	Government	14.28–29
J4	THAT further investigations be made of ways in which teachers' colleges, universities, and technical institutes might co-operate and rationalise their respective contributions to the education and training of teachers and form new kinds of association in such work.	Government, Tertiary Institutions, CETT	14.32–33
J5	THAT research and development centres be established at the regional level to service the schools, some of these centres to be located at teachers' colleges.		14.15–23
K	**THE NATIONAL ADVISORY BODY**		
	It is recommended:		
K1	**a THAT a separate national advisory council for the education and training of teachers (CETT) be established;**	Government	15.8–9
	b THAT it consist of approximately 15 members representing the community, teachers from the various sectors of the education system, and both staff and students from the teachers' colleges;		15.10
	c THAT its functions be:		
	i to advise the Minister and Director-General of matters in the field of teacher education at the request of the Minister or on its own initiative;		15.11
	ii to continue the present review with emphasis on policy development and planning for induction and inservice training as well as initial preparation;		15.12
	iii to publish reports (including an annual report) reviewing teacher education and possible future developments;		15.11
	iv to co-ordinate evaluative research, including visitations and regular reviews of progress at all levels;		12.17–25
	d THAT it be adequately funded to cover its meeting and publication costs, appropriate secretarial support, and such allocations of resources as it may be permitted by statute.		15.13

APPENDIX I

THE CHANGING NATURE OF TEACHING

One of the terms of reference for the Working Party asked for consideration to be given to the changing requirements for the provision of educational services. This led to a review of the changes currently taking place in schools and institutions of learning within our education system.

The material included in Table I: The Changing Nature of Teaching, was obtained or derived from a number of sources including information given in response to a questionnaire supplied to teachers, school principals, college lecturers, school inspectors, and lay persons associated with the administration of education.

It should be noted that the comments made have been recorded as presented and no endeavour has been made to list items in order of importance or in the frequency with which they were made.

This analysis does not take into account the nature of teaching that teachers' colleges traditionally prepared teachers to deal with. Much has been written on this topic and the criteria used in the selection for teaching are clearly set out in documents supplied to recruitment officers and personnel involved in selection. It does raise the question, however, of whether the ideas about teaching being used to stimulate recruitment, and the criteria used in selection for determining suitability for teaching are being modified to keep pace with the reality of current developments.

Table II extends the statement of the changes that are said to be taking place in teaching generally to indicate:

the changing role of the teacher in response to the stated change;
the professional competencies and skills required of teachers assuming the new role; and
a number of criteria, general and more specific, that would be indicative of the talents, interests, and abilities of entrants to the profession that would be helpful, or necessary, in the development of professional competencies and skills required to meet the changing role of the teacher.

TABLE 1

THE CHANGING NATURE OF TEACHING

	KINDERGARTEN	PRIMARY	SECONDARY	TERTIARY
CHANGING TEACHING STYLES	Continuing emphasis on a widening range of non-instructional teaching strategies. Move from purely self-selected programmes to more teacher direction in programme design. Co-operative teaching with Head Teacher as leader of team. Increasing provision for wider range of a-typical children.	Co-operative teaching. Open space teaching. Move from instructional approach to other teaching strategies. Individualisation of programmes. Move towards specialisation (particularly subject and area of school).	Move from predominantly didactic approach to other teaching strategies. Move towards non-streaming. Co-operative learning programmes. Introduction of programmes blurring traditional subject boundaries. Introduction of a variety of new equipment and resources.	Move from purely instructional approach. Increase in team and co-operative teaching. Greater variety of teaching methods. Tutors seen as organisers of learning resources. Response to staff training programmes.
CURRICULUM DESIGN	Broadening role of kindergarten's responsibility. Increasing range of activities with development of new equipment and resources. Move towards recognition or awareness of more cognitively oriented curriculum.	Broadening role of school's responsibility. Rapidly changing curriculum. Adapting curriculum to local needs.	Broadening role of school's responsibility, e.g., human development and relationships. More emphasis on local curriculum revision and design. Increasing sensitivity to the prevailing economic climate. Liberalising of traditional programmes. Back to basics demand. Demands for relevance. Increased technology.	Coming to terms with totality of the curriculum. Improved planning and design of curriculum. Evaluative procedures central to curriculum planning and design. Syllabus and course prescriptions seen as part of "total curriculum".

TABLE I—*continued* THE CHANGING NATURE OF TEACHING—*continued*

	KINDERGARTEN	PRIMARY	SECONDARY	TERTIARY
COMMUNITY INFLUENCE	Increasing links with the community. Increasing parent and home contacts—rise of play groups. Need to respond to changing social mores. Consultation with a wide range of educational and supportive agencies, nurses, psychologists, etc. Need to accommodate to multi-cultural and multi-class society. Response to one parent families. Greater parental expectations.	More links with community. Parent and home contacts. Openness to the community. Consultation with a wide range of educational and supportive agencies—nurses, psychologists, police, etc. Schools changing with changes in society. Need to accommodate to multi-cultural and multi-class society.	More links with community—sharing of responsibility. Openness to the community. Need to accommodate to multi-cultural and multi-class society. Positive and negative influences on school of changing social patterns. Growing co-operation between schools and industry. Availability to community of buildings and resources.	Special relationship between subject content and industry. commerce, etc. Compulsory component in trades courses of "liberal studies". Increase in demand for professional and technical courses for students from other cultures. Introduction of courses in response to community needs. Breakdown of set courses with the introduction of options and single paper credits.
CHANGING NATURE OF CHILDREN/PUPILS/STUDENTS	Children more difficult to handle. Children influenced by more permissive society. More need for understanding of children (human relationships). Increasing numbers of children with emotional problems. Increasing number of neglected children—infections, hunger, lack of supervision.	Children more difficult to handle. Children influenced by more permissive society. More need for understanding of children (human relationships). Schools more noisy, challenging, and threatening. Children seem less able to concentrate for any length of time.	Students more difficult to handle—increasing number of disturbed, problem pupils. Influence of permissive society on student behaviour. Increasing need for understanding of human relationships. Schools larger, more noisy, challenging, and often threatening. More students forced to stay at school through lack of job opportunities. Increasing average age of student body. Introduction of adult students.	Emphasis on achieving qualifications. Vocational orientation. Very wide range of ages with groups taught. Variety of attitudes brought to study by students in: —year long courses —short courses —part-time courses. Wish for participation in planning and evaluation.

DEMANDS ON TEACHER	Greater personal demands—ir luding calls for help in evenings and weekends. Need for greater variety of competencies. Need to assume more parental roles. Teaching more stressful. Earlier leadership roles expected. More accessible to parents in normal course of work. Less protection than teachers in primary and secondary. Responsibility for collecting teaching materials.	Greater personal demands. Need for greater variety of competencies. Need to assume more parental roles. Pressures on teachers' time. Earlier leadership roles expected. Teaching more stressful.	Greater personal demands. Need for greater variety of competencies. Need for counselling skills. Pressures on teachers' time. Teaching more stressful. Involvement in co-operative decision making. Continuous curriculum review and revision. Widening range of students to be catered for.	Less formal tutor-student relationship. Many tutors have not had the benefit of formal training. Conflict between student and subject orientation. Conflict between teaching and research. Increased counselling role. Scattered campuses—lack of corporateness. Gap between teaching and administration in large institutions. Strain on physical and mental health.
GENERAL	Teaching becoming more professionally oriented.	Need for teacher to respond to autonomy of school and principal. Teaching more professionally oriented. Greater freedom along with greater responsibility. School becoming more of a women's world.	Need of teacher to respond to the autonomy of schools and greater delegation by principals. Teaching more professionally oriented. Schools much larger than in the past. Challenge of internal assessment and greater responsibility with its implementation. Greater freedom along with greater responsibility. Paradox of demands for more liberal climate along with demand for more discipline and "back to basics".	The development of better communication systems —in teaching —in administration. Involvement in internal assessment. Inadequate preparation of students in mathematical and communication skills.

TABLE II THE CHANGING NATURE OF TEACHING

CHANGING NATURE OF TEACHING	CHANGING ROLE OF TEACHER	PROFESSIONAL SKILLS AND COMPETENCIES	CRITERIA FOR SELECTION FOR TEACHING	
			GENERAL	SPECIFIC
School and teacher autonomy grows	Teacher is curriculum planner.	Sound academic background. Good general knowledge. Knowledge of curriculum design. Social awareness and needs of society. Knowledge of child development.	Academic qualification. Breadth of education. Be well read. Sensitivity. Confidence.	Creativity. Independence. Sense of values.
Less precise prescription.	Teacher decides.	Ability to select relevant content materials methods evaluative procedures Taking into account social needs and stage of development of children.	Appropriate academic qualifications. Good subject knowledge. Maturity. Self-confidence.	Flexibility. Independence. Sense of values.
School responsible for morals and values education.	Teacher is responsible.	Social awareness. Knowledge of child development. Experience of multi-cultural and multi-class society.	Maturity. Breadth of experience. Be well read. Feeling for others. Sensitivity. Sincerity. Common sense.	Sense of values. Credibility. Character. Tolerance. Stability. Openness.
Diversity of teaching spaces.	Teacher is flexible.	Ability to select appropriate methods grouping teacher involvement Taking into account nature of children, fellow staff, programmes and available space.	Sensitivity. Ability to relate to others.	Flexibility. Creativity-imagination. Ability to organise. Openess. Adaptability. Tolerance.
Individualised instruction.	Teacher is organiser.	Knowledge of children subject matter diagnostic techniques evaluation procedures. Wide range of teaching skills.	Minimum academic qualifications. Ability to communicate. Feeling for others.	Ability to organise. Flexibility. Adaptability. Independence.

Team teaching.	Teacher co-operates.	Ability to select adopt most appropriate role capitalise on strengths take leadership role take submissive role	Sensitivity. Ability to relate	Leadership. Flexibility. Co-operation. Initiative. Tolerance. Vitality. Willingness to share. Organisational ability.
Specialisation.	Teacher specialises.	Ability to act as resource person adopt leadership role work at various levels of the school. Subject depth.	Ability to communicate. Appropriate academic qualifications. Subject strength.	Leadership. Confidence. Special interest. Specific ability or talent. Enthusiasm. Vitality.
School seen as one of constellation of social agencies.	Teacher as a consultant.	Must know when to act. Recognise need for confidentiality intervention referral.	Ability to relate. Sensitivity.	Confidence. Willingness to share. Awareness of needs of others. Openness. Leadership.
Greater number of children with problems.	Teacher as psychologist.	Knowledge of child development. Counselling. Know when to refer. Ability to diagnose problems choose best method of handling situation design appropriate programmes evaluate progress.	Sensitivity. Ability to relate. Experience with children. Feeling for others.	Perceptiveness. Awareness of needs of others. Stability. Warmth. Adaptability.
Becoming more stressful.	Teacher under threat.	Ability to recognise stress and to take appropriate action.	Strength of character. Good physical and mental health.	Tolerance. Adaptability. Co-operation. Vitality. Flexibility. Patience.
Multi-racial nature of schools.	Teacher is sensitive.	Social awareness. Knowledge of other cultures.	Feeling for others. Sensitivity. Ability to relate to others. Ability to communicate. Understanding of people.	Tolerance. Openness. Facility in languages. Ability to co-operate.

TABLE II—*continued* THE CHANGING NATURE OF TEACHING—*continued*

CHANGING NATURE OF TEACHING	CHANGING ROLE OF TEACHER	PROFESSIONAL SKILLS AND COMPETENCIES	CRITERIA FOR SELECTION FOR TEACHING	
			GENERAL	SPECIFIC
Continuing education of teachers.	Teacher remains a student.	Professional awareness.	Intellectual capacity.	Desire to continue learning. Level of commitment. Capacity to enjoy study.
Public scrutiny (accountability).	Teacher is accountable.	Sensitivity to public demand. Ability to adapt to changing needs set realistic goals plan effectively evaluate progress. Ability to relate well and communicate easily with public, controlling authority, etc.	Honesty. Sensitivity. Responsibility. Ability to communicate well orally and in writing.	Adaptability. Strength of character. Presence. Tolerance. Openness. Credibility.
Participation of parents.	Teacher responds and advises.	Sensitivity to needs of individual children. Ability to select appropriate material for parents. Counselling skills. Willingness to share responsibility with others.	Ability to relate well with others. Maturity. Sensitivity. Ability to communicate well.	Self-confidence. Co-operation. Self-esteem. Vitality. Tolerance. Warmth. Tact.
Parental neglect.	Teacher compensates.	Sensitivity to the needs of individual children. Willingness to assume parental role. Ability to enlist support of others. Counselling skills. Knowledge of child development.	Ability to relate well to others. Sensitivity. Degree of commitment. Ability to communicate. Feeling for others.	Tolerance. Awareness of needs of others. Warmth. Patience.

APPENDIX II

OPEN ENTRY

The relevant term of reference for the Working Party concerning this topic reads as follows:

> "Investigate the implications of an 'open entry' system to teachers' colleges. This would include consideration of the conditions of service and allowances for those entering teaching and the academic and other implications for those who do not."

The Nature of Open Entry

Open entry in the New Zealand situation implies:

1 that all who hold the prescribed qualifications and who meet the requirements for entry to teacher training should in fact enter;

2 a that at some appropriate point after entry, a commitment to teaching should be made when additional advantages for the student should take effect (e.g., higher allowances, greater prospects of employment as a teacher upon completion of the training course); or

b that there is no such point of commitment or consequential advantages, thereby leaving the graduating student to compete on the open market for teaching posts;

3 that the scale of remuneration should be as for all other tertiary students, at least prior to the point of commitment to teaching, after which supplementary or increased allowances could be payable, subject if necessary to a bond;

4 that the studies successfully completed at teachers college prior to any post-entry selection or point of commitment should be given credit and be portable to other forms of tertiary education;

5 that entrants to teachers college should be able to withdraw without penalty at any time prior to the point of commitment to teaching.

Advantages of an Open Entry System

The following are said to be the advantages of a system of open entry:

Compared with the present system of selection, some of its short-comings and alleged injustices would be reduced because of the greater information gained about students while actually engaged in training for teaching.

2 Applicants who may be disadvantaged under the present system of selection, and denied entry to training as a result, would have the opportunity to establish their suitability for teaching by performance during the course of training.

3 The period prior to the point of commitment or selection would provide an opportunity for both the student and the college to test the suitability of an entrant for teaching compared with the present one-way trial by the college alone.

4 The motivation of some students may well be greater than at present because of either greater competition among students to gain selection or greater commitment to teaching.

5 Financial savings may result from the lower scale of remuneration for students at least prior to the point of commitment. However these would be offset in part by the higher costs in provision of additional staff and resources and from the greater intakes of students which may result from open entry. Any savings may then be applied to other stages of teacher education.

6 Standards of student achievement could well rise under an open entry system, particularly if there were post-entry selection to meet a quota, because possible excess numbers would create competition for selection and could increase the failure rate in the various courses prior to the time of selection.

Difficulties Inherent in Adopting Open Entry

The disadvantages of open entry are best expressed as difficulties which could prevent its adoption. The most significant are discussed below.

1 As the tertiary bursary is set at a level which recognises the probability of vacation employment, there would be strong pressure to have the academic year at the teachers college approximately equivalent to that of the full-time university courses. Thus reduction in the college year would adversely affect present college programmes, the time available for the existing components and the balance among them, and would reduce the opportunities for practical training in the schools. If the tertiary bursary resulted in a shortened first year of training, it could be argued that this would provide an inadequate base upon which to build subsequent studies. A long-term consequence might be pressure to lengthen the "normal" 3-year course (or its modifications) by a further year.

2 The present generally supportive relationship among students at teachers' colleges or between students and staff could be

changed as a result of competition among students for post-entry selection and by the importance attached to staff assessments which would be used for selection purposes.

3 In order to enable credits gained through college study to be portable to other tertiary institutions there could be pressure upon colleges to structure courses for academic or general purposes rather than for teaching objectives.

4 While there is criticism that existing pre-entry selection may have poor validity for the prognosis of future teaching success, there is an absence of conclusive research on this point. The presumption that a post-entry selection will be of greater validity is regrettably as yet also lacking in support from research.

5 The present teachers' college allowances are a significant factor in recruitment.

a Even at their present level a significant number of suitable mature applicants are unable to enter teacher training because of the financial hardship which this would entail for their families. A reduction to the level of the tertiary bursary would present further difficulties for such applicants.

b Emphasis has been given to the need to obtain a better mix of entrants to teacher training. This could well be negated if the tertiary bursary were introduced because it could make entry financially impossible for applicants from less favoured sections of the community.

6 Entry quotas are governed by the supply and demand of teachers at any one time.

a Present quotas are determined on the basis of the projected need for teachers in the various branches or subject areas of the service. The recruitment programme is especially aimed at filling the areas of teacher shortage. It would appear likely, if the same approach is to be continued, that post-entry selection would be required, perhaps at the end of the first year, in an effort to match student numbers with manpower needs.

b Students who have successfully completed their first stage of training but are not selected to continue will then experience heightened feelings of disappointment at non-selection. They will expect either some realistic opportunities for a second chance or alternatively adequate recognition of their successful study through some system of portability of credits. It is believed that the negotiation for this portability with other tertiary institutions would not be speedily concluded, and may take several years to resolve.

c A possible solution would be to have a post-entry selection only when the number of students wishing to continue exceeds significantly the quota required to meet manpower needs.

7 If open entry is on the basis of the tertiary bursary, it has been suggested that a significant number of prospective applicants would enrol at university rather than at teachers college because of wider career opportunities. There is no way of forecasting the extent of such a change. It may be that the intakes to teachers college under open entry could be lower than under the present schemes. The staffing needs of colleges and provision of resources would then be capable of determination only after each academic year had begun, which is precisely the present unsatisfactory situation for secondary teachers colleges.

8 Open entry would not mean unrestricted entry to teacher training.

a Prior to admission, a student would need to satisfy the selection committee that the necessary qualifications were held and other requirements met. Much of this checking could be done by administrative staff.

b When post-entry selection was needed to reduce the number of students to fit a quota, a selection committee would consider the recommendations of the college concerning the suitability of each applicant and at its discretion interview applicants (e.g., marginal cases or those appealing against the college recommendation). College staff would be required to provide detailed reports on each candidate, a time-consuming task similar to that for students completing their college course. These reports would have to be sufficiently detailed to allow for discrimination among students seeking selection.

9 It is claimed that open entry with its concomitant open departure would enable students who consider themselves unsuited to teaching to withdraw from training with dignity and without penalty at least prior to the point of commitment. In practice this may happen under the present system where the first year student is on trial but the college must approve the withdrawal.

Summary

There are clearly some real advantages to be gained from open entry, some of which could also be achieved through greater flexibility in existing regulations and procedures. As has been indicated there are several substantial difficulties which would prevent the adoption of open entry on a national basis in the near future. Nevertheless there may be merit in adopting open entry on an experimental basis at one college either with part of an intake (using volunteers among the applicants) or for the whole of an intake. Acceptance by the national organisations of students and teachers of such a trial or experiment would be desirable.

APPENDIX III

RELATIONSHIPS BETWEEN TEACHERS' COLLEGES AND UNIVERSITIES

Local initiatives have provided a basis for exploring solutions to the problem of a relationship and this trend should continue. It is not thought that a national solution is possible, or even desirable. However, it is possible to provide guidelines which would help institutions in working towards effective and harmonious relationships.

a There needs to be continued recognition of teachers college autonomy.

b In any partnership there must be recognition of the equal status of both institutions with respect to those matters upon which they have agreed to co-operate.

c A major aim should be the acceptance of equality of college and university courses as credits towards a degree.

d Establishment of protocol for college/university co-operation, should include regulations regarding:

i the processes of moderation and accreditation of courses towards the degree programme;

ii the categories of courses that can be submitted for consideration;

iii the procedures for submission of courses for consideration;

iv the procedures for recognising or accrediting staff for the teaching of approved courses;

v the co-ordination of timetabling procedures at both institutions.

Since the establishment of the first training college in Dunedin in 1876, student teachers have been permitted to read for university degrees under rules through which passes in degree courses of general education are credited towards teaching certificates. Through this arrangement, large numbers of the most able and hardworking college students have been able, through part-time study started during their college years, to gain first degrees. This elite has been able to anticipate and eventually enjoy the special social and professional status and the financial rewards the education service and the community at large accords to university graduates. In addition, they have been able to enjoy the satisfaction and the stimulus intrinsic to high level study among able and interested people, fellow students as well as highly qualified teachers.

To all this has been added the special bonus of credits beyond the level of the basic certificate for any degree units passed. For each credit towards a university degree, students have also been able to obtain credit at the basic level for the college course from which exemption has been granted, as well as credit towards a more advanced

teachers' certificate; three credits, in effect, for each university course passed.

A special problem has arisen because all university credits have been confined to the limited range of arts, and, occasionally, science subjects available to teachers college students as part-time students. Essential components in pre-service teacher education, professional studies, practical training and subjects like physical education, music and science, have been credited only at the level of the basic certificate and never at a higher level. This has been the position in all colleges, until the recent introduction of the Bachelor of Education at Hamilton, Palmerston North, and Dunedin, where many more aspects of the training programmes may provide credits towards a university degree.

The traditional system has been described as New Zealand's unique contribution to world patterns of teacher education. It has also been seen as the most important factor limiting the development of the colleges as professional schools in their own right. For 100 years the system has drawn off from the colleges and away from professional study much of the energy and enthusiasm of the most talented and able student teachers, leaving the colleges to deal with problems inherent in a situation which, except for a few short-lived attempts, has had no formal arrangements for co-ordinating the contributions of colleges and universities to the education and training of teachers.

In that the system has produced large numbers of graduates, it can be accounted a success. In that it created a large number of intractable problems for the colleges, it can be accounted a failure.

The Problems

Attempts have been made to deal with the recurring problems of regulating the access of students to the university. Until local solutions were found in Hamilton and Palmerston North, no enduring attempts were made to deal with the central problem—there was no process for ensuring co-operation between the colleges and the universities. The records show that the following problems have come up for attention throughout the history of teacher education in this country:

a the limited recognition given in the certificate regulations to professional and practical training;

b the conflict forced upon students in establishing their priorities among the university and college studies;

c the conflicting loyalties students have been called upon to resolve for themselves;

d interruptions to the teaching practice of those students engaged in university studies;

e the conflicts inherent in the unco-ordinated calendars, time-tables and organisations set up under different authorities and traditions;

f the limited opportunities of colleges to engage and reward the best energies of their most able students for their programmes;

g the tendency to have university courses chosen on the basis of what has been available to part-time students rather than the interests of students and the needs of the school system.

Attempted Solutions

Many solutions to these problems have been considered and some tried:

a In the 1920s there was a complete separation of functions, with the university responsible for all general education and the colleges for all professional training.

b Joint university/college appointments to college principalships and university chairs of education were given a brief trial.

c The most frequent solution was for colleges to set limits to the amount of university study permitted, this being done to protect professional training. At one stage, on ministerial instruction, the rules were changed to take from principals the right to approve university courses. All approvals were decided by the Director of Education working directly with the universities.

d Since it was first suggested in 1948 by Dickie of Auckland Teachers College, many proposals have been discussed for allowing colleges to develop professional courses and courses not available in the university at levels, in terms of the certificate regulations, equivalent to the levels obtainable through the universities. Dickie modestly proposed one credit at the 'B' Certificate level for outstanding work in the college. The principals, since the 1960s, have advocated that credit towards the advanced certificate (now Diploma in Teaching), available through university studies, be made available through college courses.

e Many proposals for setting up the colleges as professional schools with degree-granting rights have been considered inside and outside the colleges.

f In 1936, by Order in Council, regulations were gazetted for setting up joint college/university committees empowered to develop a satisfactory basis of co-operation between the two. This, like other schemes, was designed to deal specifically with the problem of undue pressures in professional studies.

g At one stage, it was hoped to contain all professional and general education within the college. Some Principals have attempted to do the same thing by placing difficulties in the way of students wanting to take degree courses in lieu of college courses.

In the ACEP Report, 'The Future Role of Teachers Colleges', the proposal was advanced that the teachers college course should lead, with the addition of a further year's study, to a recognised degree for teachers.

Since the ACEP Report every college has, in various ways, moved towards this aim. Two general patterns have developed. The first involves the co-ordination of the programmes of the separate autonomous institutions with full recognition of the college courses as integral sections of the degree. The second pattern provides for the granting by the university of a number of unspecified papers towards a BA degree to any student who completes the course of the associated teachers college.

Both approaches seek to gain the recognition of the professional and academic courses of the college and this is achieved by joint boards and subject committees examining and evaluating college programmes. The major advantage of the first approach is that individual college courses gain credit towards a degree thus enabling students to continue these studies at higher levels. The co-ordinated approach, because of its recognition of the integral nature of practice teaching, has the potential of avoiding the problem of commitment to university study disrupting the important teaching practice component of college courses. Wise economic counsel also favours the co-ordinated approach; existing human and physical resources are adequate for present and future needs and, with programme rationalisation and the consequent avoidance of duplication, no extra expenditure should be necessary.

APPENDIX IV

SAMPLE INDUCTION PROGRAMME

The following are examples only of what might be included in an induction programme.

1 **School and Community**

Insight into community to which school belongs.
School's relationships with parents.
Knowledge of contributing schools.

2 **Organisation of School**

Responsibilities and duties of teachers—pertinent by-laws and regulations.
Organisational patterns—departments, syndicates.
Lines of authority.
Supportive services available—remedial services.
Referral systems.
Resources and equipment procedures.
Extent of initiatives and freedoms available within the organisation.

3 **Classroom Society**

Provision for individual and group differences.
Sensitivity and skills in human relationships.
Management techniques—class routines, grouping.
Motivation.
Discipline.
Assessment of classroom climate.

4 **Content**

School schemes.
Preparation and planning requirements and skills for translating curricula to meet individual needs.
Teaching strategies and methods.
Pupil activities/learning experiences—means of involving pupils in their own learning and growth.
Resources—availability—selection—inside and outside school.

5 **Evaluation**

School system and its requirements—rating, scaling, recording.
Existing data on own pupils.
Range of areas to be evaluated (including personal relationships).
Range of appropriate measures.
Concrete examples of standard expected.

6 Self-Analysis and Development

Criteria of achievement in all above facets.
Means and processes of professional growth—continuing teacher education, subject associations.
Advice and support available.

APPENDIX V

ESTIMATED SCHOOL ROLLS AND DEMAND FOR TEACHERS

KINDERGARTENS

While the number of kindergarten teachers required is more dependent on the number of kindergartens than on the pre-school age population, it may be noted that a continuation of the present trend in the level of emigration and in birth numbers would reduce the pressure on the available pre-school places. This reduction in pressure should lead to a reduction in the length of kindergarten waiting lists and to an increase in the length of time most pupils spend in kindergarten. Until the demand for additional kindergarten places is met, the need for kindergarten teachers will continue to increase.

PRIMARY SCHOOL

Future rolls will be affected by the number of births, the level of migration and the integration of private schools. In recent years there has been a steady decline in birth numbers. In the year ending 31 March 1972, for example, the number of live births was 63,996; a comparable figure for 1978 was 53,246, a drop of 16.6% is six years. This drop will be reflected in future rolls. These will, of course, also be affected by future birth numbers.

The Department of Statistics has revised downwards in recent years its projected birth numbers and numbers of children up to one year old. In 1974 it estimated that the number of 0–1 year olds in 1981 would be about 62,300; its latest figure for the same year—1981—is 50,200 or a drop of about one fifth.

Migration also has an effect on school rolls although the effect is not as marked as that of declining birth numbers—an outward migration of 10,000 means a loss of about 900 children of primary school age. The pace of integration of primary schools will also affect the demand for primary teachers. Taking these factors into account the present projections of the Department of Education indicate that in 1988 state primary school rolls are likely to be approximately 450,000 or some 34,000 (7%) lower than in 1977. If pupils from integrating schools are omitted from the 1988 figure the drop would be about 15%. It should be noted that of the pupils estimated to be in primary schools by 1988 about 60% are not yet born. Roll projections become more highly dependent on estimates of birth numbers further into the future and the uncertainty which surrounds these estimates has already been referred to. It may also be pertinent to note that this uncertainty is not peculiar to New Zealand. A recent OECD report has stated: "It is clear, however, that the uncertainty which has always surrounded demographic forecasts has increased in recent years so that such forecasts

can no longer provide any valid basis for the planning of future educational provision"*. This statement, while extreme, indicates the present difficulties in estimating the number of teachers required in the future. The Department will continue to revise annually its estimates of demand for teachers.

SECONDARY SCHOOLS

As a result of integration secondary school rolls are expected to increase by 11–12% over the next decade. They will, of course, be affected by any changes in the rate of staying on at school such as may be caused by economic conditions. From the end of the decade the rolls are expected to reflect the decline in birth numbers already experienced.

*OECD Education policies and trends. A report by a group of experts, 1977, p. 12.

ESTIMATED SCHOOL ROLLS AND DEMAND FOR TEACHERS

(Based on existing staff : student ratios)

—	Rolls	Demand for Teachers	Rolls	Demand for Teachers	Rolls % Change	Demand for Teachers % Change
PRIMARY SCHOOLS	As at 30/9/77		As at 30/9/88			
Present state schools	484,100	19,600	413,100	16,800	−14.7%	−14.2%
All state schools (including integrating private schools)	484,100	19,600	451,600	18,300	− 6.7%	− 6.5%
SECONDARY SCHOOLS	As at 1/3/78		As at 1/3/88			
Present state schools	220,500	12,700	215,700	12,400	− 2.2%	− 2.4%
All state schools (including integrating private schools)	220,500	12,700	240,300	13,800	+ 9.0%	*+ 8.7%
KINDERGARTENS	As at 1/7/77		As at 1/3/88			
Present kindergartens	35,560	930	53,600	1,400	+50.7%	+50.5%

*Peak secondary roll of 223 000 in 1986 represents an increase of +1.1 percent, or including integration (248 200 total roll) the increase is +12.6 percent.

The above table was prepared in May 1978 by the Research and Statistics Division, Department of Education.

APPENDIX VI

LIST OF ORGANISATIONS AND INDIVIDUALS MAKING WRITTEN SUBMISSIONS

Submissions made as conference papers

Association of Teachers' Colleges' Councils.
Association of University Teachers of New Zealand.
Professor W. J. Campbell, University of Queensland.
Catholic Education Council for New Zealand.
Churches Education Commission.
Mr A. E. E. Clark, Principal, Rutherford High School, Auckland.
Professor P. S. Freyberg, Professor of Education, University of Waikato.
Miss J. M. Herbison, Chairperson, Educational Development Council.
Professor C. G. N. Hill, Dean of Faculty of Education, Massey University.
Mr C. H. Irwin, Chairperson, Lopdell House Working Party on Recruitment and Selection for Teacher Training.
Mr B. W. Kings, Director, Teacher Education, Department of Education.
National Council of Adult Education.
New Zealand Association of Teachers in Technical Institutes.
New Zealand Education Boards' Association.
New Zealand Educational Institute.
New Zealand Free Kindergarten Teachers' Association.
New Zealand Free Kindergarten Union.
New Zealand Post Primary Teachers' Association.
New Zealand Secondary Schools' Boards' Association.
New Zealand Teachers' Colleges' Association.
Mr W. L. Renwick, Director-General of Education, Department of Education.
Secondary Teachers' College, Auckland.
Student Teachers' Association of New Zealand.
Professor W. Taylor, University of London Institute of Education.
Technical Institutes Association of New Zealand.
Tutor Training Unit, Central Institute of Technology.
Mr H. J. Whitwell, Principal, Palmerston North Teachers' College.

Submissions made to the working party

Mr J. S. Allan, Principal, Hamilton Teachers' College.
Mr J. R. Archibald, Principal, North Shore Teachers' College.
Ashburton Borough Primary School.
Association of University Teachers of New Zealand.
Avonhead Primary School, Christchurch.
Avonside Girls' High School, Christchurch.
Blue Mountain College, Tapanui, West Otago.

Mr O. T. Boscawen, Principal, Otahuhu College, Auckland.
Mr C. P. Brice, Director (Development), Department of Education.
Brightwater Primary School, Nelson.
Broadgreen Intermediate School, Nelson.
Mrs D. J. Brockett, Lecturer, Auckland Teachers' College.
Mr D. W. F. Brown, Senior Lecturer, Christchurch Teachers' College.
Burnside High School, Christchurch.
Clarendon Primary School, Invercargill.
Cobham Primary School, Gisborne.
Mr L. W. Deas, Inspector of Primary Schools, Auckland.
Department of Education.
Mr P. E. Dinniss, Department of University Extension, Massey University.
District Senior Inspector of Primary Schools for Auckland, South Auckland, Taranaki, Wanganui, Hawke's Bay, Wellington, Nelson, Canterbury, Otago, and Southland.
District Senior Inspectors of Secondary Schools at Auckland, Hamilton, Wellington, and Christchurch.
Fairfield College, Hamilton.
Federated Farmers of New Zealand.
Mrs M. Foley, Kindergarten Head Teacher, Wellington.
Franklin Federation of Parent Teachers' Associations.
Professor P. S. Freyberg, Professor of Education, University of Waikato.
Grasmere Primary School, Invercargill.
Hampstead Primary School, Ashburton.
Havelock North Primary School, Hastings.
Hawthorndale Primary School, Invercargill.
Highlands Intermediate School, New Plymouth.
Inter-denominational Committee of Independent Schools.
Mr C. H. Irwin, Principal, Dunedin Teachers' College.
James Cook High School, Manurewa, Auckland.
Kenmure Intermediate School, Dunedin.
Mr B. W. Kings, Director Teacher Education, Department of Education.
Mr J. R. W. Logan, Principal Lecturer, Dunedin Teachers' College.
Lytton Street Primary School, Feilding.
Mr W. E. McGillivray, Deputy Principal, Takapuna Normal Intermediate School.
Mr D. K. D. McGhie, Principal, Auckland Teachers' College.
Mr A. S. Mackie, Principal, Wellington Teachers' College.
Manchester Street School, Feilding.
Dr J. F. Mann, Principal, Christchurch Teachers' College.
Marfell Primary School, New Plymouth.
Milson Primary School, Palmerston North.
Mrs B. A. Morette, Tutor-in-charge, Child Care Course, Wellington Polytechnic.
National Council of Women of New Zealand.
National English Syllabus Committee.

New Plymouth Central Primary School.
New Zealand Association of Teachers in Technical Institutes.
New Zealand Educational Institute.
New Zealand Free Kindergarten Teachers' Association.
New Zealand Parent Teachers' Associations.
New Zealand Planning Council.
New Zealand Play Centre Federation.
New Zealand Secondary Schools' Boards' Association.
New Zealand Teachers' Colleges' Association.
New Zealand University Students' Association.
Opotiki College.
Orewa College, Auckland.
Otumoetai College, Tauranga.
Papatoetoe High School, Auckland.
Port Ahuriri Primary School, Napier.
Mr J. M. Print, Principal, Secondary Teachers' College, Auckland.
Mr P. D. K. Ramsay, Senior Lecturer, University of Waikato.
Richmond Primary School, Nelson.
Mr D. H. Robinson, Senior Lecturer, Dunedin Teachers' College.
Rosebank Primary School, Balclutha.
Mr D. H. Ross, Director (Special and Advisory), Department of Education.
Ross Intermediate School, Palmerston North.
Rutherford High School, Auckland.
Salford Primary School, Invercargill.
Spotswood Primary School, New Plymouth.
Stoke Primary School, Nelson.
Student Teachers' Association of New Zealand.
Tahuna Normal Intermediate School, Dunedin.
Taieri High School, Dunedin.
Taihape Primary School.
Tauhara College, Taupo.
Teachers' Refresher Course Committee.
Te Kauwhata College, South Auckland.
Tweedsmuir Intermediate School, Invercargill.
University of Auckland.
Vice Chancellors' Committee of the Universities of New Zealand.
Victory Primary School, Nelson.
Vocational Training Council.
Wainoni Primary School, Christchurch.
Waitakere College, Auckland.
Waitara Central Primary School, Taranaki.
West Gore Primary School.
Mr H. J. Whitwell, Principal, Palmerston North Teachers' College.
Mr C. J. Wright, Director of Primary Programmes, Christchurch Teachers' College.

APPENDIX VII

PEOPLE INTERVIEWED OR CONSULTED

A great many people were interviewed or consulted by members of the working party either in the course of visits made to educational institutions in many sectors of the education system or while making local inquiries. The scope of these contacts is indicated below:

members and senior officers of Education Boards
members of the primary and secondary school inspectorate
head teachers and teachers in kindergartens
principals and teachers of primary, intermediate, and secondary schools
teaching and senior administrative staff of technical institutes and universities
principals, teaching, and senior administrative staff of teachers' colleges
local branch officers of the Post Primary Teachers' Association and New Zealand Educational Institute
local representatives of the Free Kindergarten Teachers' Association and of the Free Kindergarten Union and Kindergarten Associations
teachers' college students preparing for kindergarten, primary, and secondary teaching
members of the Advisory Services of the Department of Education
senior officers of Head Office, Department of Education, Wellington
senior officers of Teachers' Colleges' Councils
members of community groups and of the lay community.

The Steering Committee wishes to record its appreciation to all those too numerous to name individually who contributed through discussion to the breadth of the review.

108

APPENDIX VIII

THE WORKING PARTY MEMBERSHIP

Chairman

Professor, C. G. N. Hill, Dean of the Faculty of Education, Massey University, Palmerston North.

Members

J. S. Allan, Principal, Hamilton Teachers' College.
G. D. Barclay, Research Officer, Student Teachers' Association of New Zealand.
Mrs E. Bethell, President, Auckland Kindergarten Association.
A. B. Carter, Tutor Training Unit, Central Institute of Technology, Trentham.
Mrs S. Casey, International Officer, Women's Catholic League, Christchurch.
Professor J. C. Clift, Teaching and Research Centre, Victoria University, Wellington.
A. J. Devlin, Education Officer, Department of Education, Wellington.
F. Dodd, Principal, Marlborough School, Glenfield, Auckland.
C. J. Edmonds, Assistant Teacher, Mt. Maunganui College.
T. O. Fitzgibbon, Principal Lecturer, North Shore Teachers' College, Auckland.
H. P. Fowler, Chairman, Southland Education Board.
P. L. Franks, Research Officer, New Zealand University Students' Association.
Mrs C. Garden, Kindergarten Head Teacher, Wellington.
Mrs B. P. Hanson, Chairperson, Auckland Teachers' Colleges' Council.
Miss J. M. Herbison, Chairperson, Educational Development Council.
J. Hitchcock, Education Officer, Department of Education, Wellington.
Miss O. J. Holland, Principal, St. Cuthbert's College, Auckland.
E. J. Jaquiery, Education Officer, Department of Education, Wellington.
B. W. Kings, Director, Teacher Education, Department of Education, Wellington.
Miss A. Kroef, Acting Principal, Loreto Hall Catholic Teachers' College, Auckland.
D. B. McKenzie, Senior Tutor, Waikato Technical Institute, Hamilton.
Professor, I. A. McLaren, Professor of Education, Waikato University, Hamilton.
Miss N. McMaster, Principal, Wellington East Girls' College.
G. M. McNally, Senior Lecturer, University of Canterbury, Christchurch.
T. Mallard, President, New Zealand Student Teachers' Association.
Dr J. F. Mann, Principal, Christchurch Teachers' College.
J. D. Milburn, Principal, Raroa Normal Intermediate School, Wellington.

M. A. Mills, Principal Lecturer, Palmerston North Teachers' College.
Miss M. A. Owen, Teacher, Waverley Park School, Invercargill.
K. E. Piper, Head of Department, Pleasant Point High School, South Canterbury.
E. G. Preston, Acting Education Officer, Department of Education, Wellington.
J. M. Print, Principal, Secondary Teachers' College, Auckland.
K. A. Rae, Principal, Taita College, Lower Hutt.
L. W. A. Ronald, Senior Lecturer, Secondary Teachers' College, Auckland.
D. M. Ross, Principal, Upper Hutt College.
Dr P. R. Sharples, Chief Executive Officer, Race Relations Office, Auckland.
B. Tawse, Research Officer, Federated Farmers of New Zealand, Wellington.
Mrs M. Walker, Pacific Islands Community, Wellington.
N. Watene, Secretary, New Zealand Maori Council, Wellington.
H. J. Whitwell, Principal, Palmerston North Teachers' College.

Secretaries

E. T. Clark, Deputy Principal, Karori West Normal School, Wellington.
R. J. Evans, former Principal, Ardmore Teachers' College, Auckland.
Miss V. M. Fergusson, Senior Teacher, Hataitai School, Wellington.

E. C. KEATING, GOVERNMENT PRINTER, WELLINGTON, NEW ZEALAND—1979

26662H—79G